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ABSTRACT

Passage of library bonds in November 1988 provided momentum to create a new library system for San Francisco. To be successful, this endeavor demanded that the entire library program be evaluated and reassessed, and renovations to the branch libraries had to be made on a systemwide basis. Funding from the library bonds could be used only for facility construction. However, the attention paid to the library program created new interest in the library program by philanthropic individuals and corporations, and a successful resource development program would result in significant enhancement of the library's resources. The first of two parts of this report, which focuses on the conversion of the San Francisco Public Library (SFPL) from a good library to a great library system, describes the planning process and recommends a program for change. It includes information on the strategic planning process, a role selection exercise, a vision of a great urban public library system in the 21st century, planning assumptions, the mission statement and roles of both the main library and branch libraries, strategic goals, and nine strategies for change. The second part provides background information, including a history of the SFPL, the SFPL today, major issues confronting the library system, and the city's demographics. A 12-item bibliography and 11 tables are also provided. (SD)

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RECOMMENDATIONS FOR A STRATEGIC PLAN FOR THE SAN FRANCISCO PUBLIC LIBRARY

1989-1995

PART I: MOVING INTO THE 21ST CENTURY

and

PART II: BACKGROUND INFORMATION

Prepared by: Marilyn Hope Smulyan

Date: May 18, 1989

City Librarian: Kenneth E. Dowlin

Paid for by the Friends of the San Francisco Public Library

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TABLE OF CONTENTS

Part I - Moving into the 21st Century

I.	Introduction	
II.	Summary and Recommendations	1
III.	Strategic Planning Process	3
	A. Process Overview	3
	B. Public Hearings	4
	C. Citizen Surveys	5
IV.	Role Selection Exercise	8
	A. Methodology	8
	B. Outreach	8
	C. Results	11
	D. Conclusion	13
V.	Vision of a Great Urban Public Library System in the 21st Century	14
	A. Urban Public Libraries	14
	B. The SFPL in the 21st Century	15
VI.	Planning Assumptions	15
	A. Assumptions about San Francisco	15
	B. Assumptions about the SFPL	16
VII.	Mission Statement and Roles	17
	A. Main Library Roles	17
	B. Branch Library Roles	18
	C. Summary	18
VIII.	Strategic Goals	19
IX.	Strategies	19
	A. Facility Development	19
	B. Service Development	25
	C. Collection Access and Development	27
	D. Technology Development	29
	E. Image Development	31
	F. Networking	33
	G. Staff Development	34
	H. Planning and Evaluation	35
	I. Resource Development	37

Part II - Background Information

X.	A History of the SFPL	39
XI.	The SFPL Today	41
	A. Library Administration	41
	B. Library Statistics	41
	C. Comparisons with other Public Libraries	47
	D. Main Library Services	47
	E. Branch Library Services	51
XII.	Major Issues Confronting the SFPL	53
	A. Budget	53
	B. Condition of Facilities	54
	C. Antiquated Policies and Procedures	54
	D. Technological Change	54
	E. Staff Morale	55
	F. Foreign Language Materials	55
	G. Lack of Focus	55
XIII.	San Francisco Demographics	56
XIV.	Bibliography	57

I. INTRODUCTION

This plan is a two part document that contains recommendations for the conversion of the San Francisco Public Library (SFPL) from a good library to a great library system. Part I describes the planning process and recommends a program for change. Part II contains summaries of background information.

Passage of the November 1988 Library bonds has provided the momentum to create a world class library system for San Francisco. To be successful, this endeavor demands that the entire Library program be evaluated and reassessed. The new Main Library cannot just be a new building; it must provide the resources and networking capabilities for the entire citywide Library program. Similarly, renovations to branch libraries must be made on a systemwide basis.

Funding from the Library bonds can only be used for facility construction. However, the momentum referred to above has also created a new interest in the SFPL by philanthropic individuals and corporations. A successful resource development program could result in significant enhancement of the Library's resources.

The tasks of building and strengthening the SFPL will be very challenging. However, if carefully planned and executed, the SFPL has the opportunity to become a world leader in the provision of public library services. The diversity of San Francisco's population -- culturally, linguistically, and economically -- and the wide range of our facilities affords many opportunities for the development of unique areas of service delivery.

PART I

MOVING INTO THE 21ST CENTURY

II. SUMMARY OF POLICY RECOMMENDATIONS

The recommended mission for the SFPL is to be the focal institution for publicly supported access to information and knowledge in San Francisco. Special emphasis should be placed upon meeting the needs of San Francisco's economically and culturally diverse, and multi-lingual community, utilizing the most up-to-date technologies available.

It is recommended that the roles of **Reference Center** and **Popular Materials Library** be fulfilled throughout the SFPL, with the branch libraries providing reference material through the high school level, and the Main Library providing materials at a higher level. The Main Library should also attempt to become known as a **Research Center**, with in depth Special Collections, and should work with community agencies to provide a **Community Information Center**.

The branch libraries are recommended to have the added role of **Preschoolers' Door-to-Learning**. Branch library services for the Civic Center neighborhood should be provided at the Main. In carrying out all of these roles, the SFPL should continue to be a center for the book and promoter of reading and literacy for all. It should also expand into new areas of information technology and networking, that will allow citizens to have access to the most up-to-date information for their decision making.

Recommended strategic goals include the development of the following:

1. Creation of the facilities, collection, networks, and staff to meet most of the information and knowledge needs of the community, either directly or through participation in appropriate networks.
2. Increased user visits, circulation of materials, and provision of reference and information by 100% by the year 2000.
3. Increased community perception of the Library as a valuable community resource by the year 2000.

Specific goals to be reached over the next six years are listed below:

- Plan, construct, and open a new Main Library
- Maximize the usage of space in the existing Main Library (until the move to the new building takes place)
- Conduct facility improvements to the branch libraries on a systemwide basis after carefully examining the entire branch system
- Develop a wide range of service delivery programs that will meet the needs of San Francisco's economically and culturally diverse, and multi-lingual population
- Create and implement a collection development program
- Increase public access to the collection
- Implement a comprehensive integrated library management and operations system
- Create a video production and archiving capability
- Create a new overall image for the SFPL
- Generate excitement about the Library and attract more frequent and new users to the system

- Develop the SFPL as a literary center
- Maximize the development of cooperative agreements for information sharing with outside agencies
- Acquire adequate staff, both in terms of numbers and training, to provide quality library services
- Improve the Library's efficiency in providing service to the public, and increase its responsiveness to public needs
- Maximize the development of non-publicly funded resources

III. STRATEGIC PLANNING PROCESS

The strategic plan is intended to be a tool for focusing all planning for the Library. Thus it can serve not only as the roadmap into the future, but also as a means for documentation of planning related activities. In addition, it can serve as a communication tool for reaching consensus among all of the Library's constituencies.

It is recommended that the plan be reviewed on a yearly basis, and revised as necessary, to meet the changing needs of the community, as well as to incorporate new information. The following sections provide a summary of the planning process, including; information on the overall process, public hearings, and citizen surveys. More detailed information on the role selection process is included in Section IV. Additional public hearings will take place prior to the adoption of any recommendations in this report.

A. Process Overview

An overview of the strategic planning process is described below.

1. The announcement of development of a plan in November 1987.
2. The collection of objectives from staff and the Library Commission. The first group was submitted in January 1988.
3. The aggregation of the objectives into short term goals, long term goals, and strategies by the Administrative Team. The first stage was completed in January 1988.
4. The issuance of the First Draft Strategic Plan, which included a provisional mission statement and suggestions for strategic goals, strategies, and long term goals. This stage was completed in March 1988.
5. Four public hearings, held during April of 1988 at selected branch libraries.
6. A request for written comments from all SFPL staff.
7. A random-sample, benchmark survey, of 600 San Franciscans conducted by telephone in March 1988, to determine citizen attitudes towards the Library.
8. A citizen attitude survey conducted by the Chief of Branches in the fall of 1988, involving patrons of branches that had been targeted for closure earlier in the year.
9. Passage of the Library bonds in the November 8, 1988 election.
10. The City Librarian's request to the Friends of the San Francisco Public Library, and subsequent hiring of a consultant to assist in the development of the plan.
11. The review of planning data that had not been included in the first phase of this project.
12. The conduct of the American Library Association's role selection process for public libraries.
13. The development of this report, recommending a strategic plan for the SFPL.
14. Library Commission public hearings on the recommended plan. (It is anticipated that these will take place soon after the release of the report.)
15. Library Commission adoption, or modification and adoption, of policy recommendations.

B. Public Hearings

Four public meetings on the Draft Strategic Plan were held in April 1988, to coincide with National Library Week. A notice of the hearings was mailed to more than 200 neighborhood and community organizations, along with a summary of the plan. Follow-up phone calls were made to all of the major organizations in the City. A letter seeking participation was mailed to 55 public officials and public leaders. A flyer was posted in all branches and the Main, and copies of the summary and complete plan were available at all sites. Article's about the plan appeared in FREE, the San Francisco Progress, North Mission News and the Marina newspapers.

At each of the meetings, the presentation was conducted by the City Librarian. He began by stating that the plan was a "draft", meant to stimulate discussion and new ideas for the Library. Subsequently, he reviewed the material in the draft, beginning with the proposed mission statement, followed by discussion of the major strategies and goals. Following is a summary of the comments received.

Richmond Branch, Tuesday, April 19 (16 people signed in)

- Can the Library develop special collections on subject areas in the branches?
- Can personal computers be used to ask a search question?
- Suggestion that the Library use a 976 phone number to answer reference questions.
- Will the Library charge for access to data bases?
- Why doesn't the Library advertise more and broaden its bases? How does the Library currently tell people about its services?
- Why not have a regular column in the Progress?
- Why does it take so long to get new books on the shelves?
- Can people donate books to the Library?
- Can the Library discard policy be changed?
- Why is it so hard to find small press collections, and why aren't they in the branches?
- Is it possible to get a summary of the Library of Congress classifications?

Marina Branch, Thursday, April 21 (11 people signed in)

- Why is the library looking at numbers of books, why not look at quality instead?
- Why isn't the Business Branch considered a community library?

Mission Branch, Tuesday, April 26 (11 people signed in, plus 15 members of the Library staff were in attendance)

- Can the Library live up to the mission statement, we may be trying to do more than is possible?
- The mission statement focuses on access, not dissemination.
- Would the Library buy cheaper books in order to meet the goal of more books?

- The concept of a community library was discussed, including the need for community involvement in decision making, and a question was raised as to how the needs of a particular community library are established.
- Books should be able to circulate out of any branch.
- Why hasn't the Library started using the Library of Congress system?
- Why can't the public have access to the City College Library?
- Why not let computer technology develop somewhere else and then get it? This sounds a lot like Muni, it has a lot of new technology services but is not any better.
- Would statistical data on the City include departmental information? Could the City budget be on the data base? What about election results?
- Who is the center for the book for? A young adult program is needed. The video library should be promoted for young adults. What about a self learning guide for the system?
- Written comments from one attendee: Keep collections open to the public. Switch to the Library of Congress system. Use more volunteers to cut costs and help in book selection. Keep track of interlibrary loans for information on "holes" in the collection. Get feedback on book purchases.

Parkside Branch, Wednesday, April 27 (29 people signed in)

- What about books - don't let the Library be all computers.
- Won't all of these ideas cost a lot of money?
- How many people have computers in their home?
- Some television networks are running out of space and need a place to store their tapes.
- What about the City deficit and possible cutbacks in Library services. What danger are we in that libraries may close?
- What about a program for volunteers or high school students being paid?
- Could we have separate rooms in each branch for pamphlets?
- The plan is well thought out but we have a fiscal problem. Could we use bond funds to keep operations going?
- Will people know about library closings soon enough to allow petitioning to keep them open?
- Would it help to have one branch with all fiction?
- Will the new Library be able to run on the current budget?
- Will the bond issue pay for everything?
- It may be cheaper to have more on optical disks.
- What will happen to the old Library?
- Will the Asian Art Museum pay for the building?

C. Citizen Surveys

Two Library surveys were conducted during the planning process; a Citywide benchmark survey, and a much smaller neighborhood survey. Neither survey provided a sample that could be projected citywide. However, the results of both are still very useful, as long as the reader keeps in mind the limited nature of the sample. Both survey results indicate that the public feels quite favorably towards the Library, an attitude that was also confirmed by the overwhelming vote for the Library bonds (76%).

1. 1988 Benchmark Survey

In March 1988, the SFPL contracted with Carlton Research, Inc. to conduct a 600 person, random sample, telephone survey of adult San Franciscans. Respondents were asked to take part in a 15 minute interview, that focused on their attitudes towards the Library, patterns of usage, and feelings about the proposed new Main Library bond issue.

Demographics of the respondent population indicate that the survey sample was biased toward White respondents (66%), which also usually indicates a bias toward higher income, and higher educated respondents. The percentages of both Asian and Hispanic respondents were very low (7% and 5%). Clearly, this sample is not reflective of San Francisco's diverse population. In reading the results below, remember that they are only reflective of those interviewed, not necessarily indicative of the population as a whole.

More than two-thirds of the respondents (70%) indicated that someone in their family had a Library card. Only 24% had children in their household. In general, they expressed a positive attitude toward the Library. When asked to rate the overall quality of the SFPL, 20% responded "very good" and 49% responded "good". Most other respondents (22%) indicated that they "don't know". The only negative response was 8% "poor" and 1% "very poor".

Respondents who used the Library the most were between the ages of 18-24 and 35-54, middle income ($20,00-$39,000), and have had at least some college education. Geographically, respondents West of Twin Peaks indicated the highest level of usage. Of those interviewed 38% indicated that they use the Library at least two to three times a month. An additional 18% indicated that they use the Library one to two times a year. Those who never use the Library were 27% of the sample and 16% indicated infrequent usage (less than one to two times a year).

Respondents who use the Library the least are most likely to be age 55 and older, not have children in the household, and are retired. Those with less education (high school graduate or less) also indicated a lower level of usage.

When asked why they don't use the Library, non-users most often responded that they had "no need" (44%). Over half (57%) of those also made a comment about buying their own books. Other reasons for non-use included; "not enough time" (13%), "use other sources for information" (13%), and that they "use another Library" (10%).

Most of the respondents (54%) indicated that they use the branch libraries the most, 42% indicated the Main. Branch use is highest among those with children, retirees, and students, and the most frequent library users. Most patrons use the Library in order to "checkout books" (60%) or to "research an issue" (26%). This tends to hold true for all users except those with children, who use "Children's services" (27%) more than "research" (19%).

When asked about improvements to services or facilities most respondents had no response. "Longer or later hours" received the highest response (12%), followed by "no change" (10%), and "more books" and "expanded services" (each had 8%).

2. Neighborhood Survey

A Library usage survey was conducted by the Chief of Branches, in the fall of 1988. It involved patrons of the Glen Park, Ocean View, Golden Gate Valley, and Noe Valley Branches. These are the branches that were targeted for closure by the Mayor's office last year. The purpose of the survey was to help the Library determine how to increase usage at these branches. Of the 1,500 written questionnaires distributed by neighborhood residents, 811 completed surveys were returned. Most respondents were from Noe Valley.

The majority of respondents reported using the Noe Valley Branch the most (68%), followed by Glen Park (12%), Golden Gate Valley (8%), Ocean View (3%), and Mission Branch (3%). All respondents reported that they have a library card. Most respondents indicated that they are either employed (39%) or a student (31%). Almost all (90%) reported that they "borrow books", followed by "use reference" (61%), "periodicals" (49%), "other branch services" (31%), "school projects" (27%), and "children's programs" (20%).

Of those responding, 48% indicated that they also visit the Main Library. When asked why they, or other members of their household do not use the neighborhood branch more often, the largest number indicated that the "hours are not convenient" (36%), followed by they "buy their own books and magazines" (28%), are "too busy to go to the Library" (24%), and the Library "doesn't have the books or items I want" (21%).

In response to a question asking what days and times are the most convenient, the highest response was for Saturday service (391), almost equally divided between mornings (197) and afternoons (194); followed by evening service on Wednesday (125) and Thursday (118).

IV. ROLE SELECTION EXERCISE

As part of the strategic planning process, the American Library Association's role selection process was used. A complete description of this process is included in their publication, Planning and Role Setting for Public Libraries.

Like most processes, this one is not perfect. But, it has been used by libraries throughout the country, and its results are considered to be useful in library planning, particularly when combined with other methodologies.

A. Methodology

This process identifies eight roles that libraries typically perform; Community Activities Center, Community Information Center, Formal Education Support Center, Independent Learning Center, Popular Materials Library, Preschoolers' Door-to-Learning, Reference Library, and Research Center. Participants are first asked to allocate points to each of these roles, based on their understanding of the library's current level of commitment to each role. Next, they are asked to allocate points based on their perception of a desired level of commitment. The results of the worksheets are tabulated, and then for each role, an average score and rank is determined.

For the SFPL, participants were asked to complete the role selection exercise separately for the Main Library and the branches. Table 1 is a copy of the worksheet.

B. Outreach

It was planned that the role selection worksheet would be used to outreach to San Francisco's diverse communities. The type of outreach proposed was varied, some groups would be mailed worksheets with a cover letter explaining the process, others would be requested to allow a speaker to attend one of their meetings and present the materials.

The project was successful in terms of outreach, however, it did not generate the range of input that was anticipated. Table 2 indicates the groups that were contacted, the number and type of worksheet distribution, and the number returned.

Discussion with both respondents and non-respondents indicated support for the Library, interest in the project, and gratitude for being asked to participate. However, it was not always possible to schedule a meeting in the two months allocated for this phase of the project. This was usually due to the fact that organizations had too many issues that were more demanding of their immediate attention. Some of the others with whom meetings were held, found the distinctions between the roles difficult to understand, and the worksheet arduous to complete.

TABLE I

SAN FRANCISCO PUBLIC LIBRARY
SELECTING LIBRARY ROLES WORKSHEET

In the columns below, please allocate 100 points. You need not divide points equally, and some roles may receive no points. Note that 20 of the 100 points have already been assigned to cover basic library activities and roles. For both the Main Library and the neighborhood branches, in the first column distribute the 80 remaining points based on how you see current library activities being directed. In the second column, distribute the 80 points the way you feel library activities should be directed.

ROLE	MAIN LIBRARY Current	MAIN LIBRARY Desired	BRANCH LIBRARIES Current	BRANCH LIBRARIES Desired
Community Activities Center: The library is a central focus point for community activities, meetings and services.				
Community Information Center: The library is a clearinghouse for current information on community organizations, issues, and services.				
Formal Education Support Center: The library assists students of all ages in meeting educational objectives established during their formal courses of study.				
Independent Learning Center: The library supports individuals of all ages pursuing a sustained program of learning independent of any educational provider.				
Popular Materials Library: The library features current, high-demand, high-interest materials in a variety of formats for persons of all ages.				
Preschoolers' Door to Learning: The library encourages young children to develop an interest in reading and learning through services for children, and for parents and children together.				
Reference Library: The library actively provides timely, accurate, and useful information for community residents.				
Research Center: The library assists scholars and researchers conduct in-depth studies, investigate specific areas of knowledge, and create new knowledge.				
Miscellaneous Activities and Roles Not Selected for Emphasis	20	20	20	20
TOTAL	100	100	100	100

Please complete and return to: San Francisco Public Library Worksheet, 10 United Nations Plaza, Suite 400, San Francisco, CA 94102

TABLE II

SAN FRANCISCO PUBLIC LIBRARY
ROLE SELECTION PROCESS
ORGANIZATIONS CONTACTED

Organization	Contact	Size	Response
Library Staff	Internal Mail	370	101
Friends of the SFPL Board of Directors	Meeting 3/8	25	6
SFPL Neighborhood Council	Meeting 3/16	40	9
Library Foundation	Meeting	6	0
Special Library Association, SF Chapter	Meeting 3/16	90	31
Local politicans	Mail 3/13	32	0
Neighborhood Associations and attendees to SFPL 1988 public hearings	Mail 3/8	187	16
Chamber or SPUR Board of Directors	Mail*	90	4
SFPL Advisory Committe for the Blind	Meeting	8	**
Advisory Committee to the Commissison on Aging	Meeting 3/15	15	**
TOTAL		863	167

*SPUR mailed the worksheet to all of their directors, and a presentation was made at their meeting on 3/15.

**These groups decided to discuss the questionnaire rather than complete it in writing.

The following groups were also contacted; North of Market Planning Council, Coleman Advocates for Children and Youth, League of Women Voters, Parents Lobby, PTA, deaf advocacy organization.

In a few cases, members of organizations took part in discussions rather than completing the worksheets. All of these discussions indicated general support for the Library and interest in future branch renovations and building the new Main. Rather than discuss roles, participants tended to discuss the need for more books and longer Library hours.

C. Results

Results of the role selection worksheets are included in Table 3. They have been tabulated as a whole, and within three categories; staff, Special Library Association San Francisco Chapter, and community groups. Many respondents only completed the section on desired roles, and therefore, the number of respondents for that section is always much higher than that for current roles.

Each computation indicates the total number of responses analyzed for that variable. A definite pattern emerges for the highest and lowest priorities. Those that are in the middle are not as distinct, and at times, are close enough to be considered indistinguishable. In addition to the responses analyzed, sixteen questionnaires could not be used because of errors in completion.

1. Main Library Roles

Perceptions of the Main Library's current roles indicate the highest priority for Reference, followed by Popular Materials Library and Preschoolers' Door-to-Learning. The lowest priority is Community Activities Center, followed by Community Information Center. It is interesting to note that the non-staff perception is slightly different, with Popular Materials Library first, and Reference Center second.

Reference Library, Popular Materials Library, and Research Center were the top three priorities for desired Main Library roles. The major distinction between the perception of current roles and those desired is the drop in rank of the Preschoolers' Door-to-Learning, and the rise in the role of Research Center.

2. Branch Library Roles

Some respondents indicated more difficulty in completing the branch rankings because of differing levels of service within individual branch libraries. The following roles are meant to reflect the system as a whole, and not necessarily any particular branch.

Popular Materials Library, Preschoolers' Door-to-Learning and Reference Center are the top three branch roles, in both the current and desired responses. Some respondents indicated that the Preschoolers' Door-to-Learning should be expanded to included children in general. The Research Center is always the lowest priority for branch roles.

TABLE III

SYPL RESULTS OF LIBRARY ROLE SELECTION PROCESS
MAIN LIBRARY CURRENT

	Comm Act Ctr	Comm Info Ctr	Form Ed Spt	Indep Lrn	Pop Mat	Preschool	Reference	Research
TOTAL (106)	4.59	5.66	8.59	7.91	15.3	9.1	20.2	8.3
Rank	8	7	4	6	2	3	1	5
Staff (84)	4.7	5.8	8.6	8.1	14.2	8.8	21.3	8.1
Rank	7	6	4	5#	2	3	1	5#
Spec Lib Assn (10)	3.6	4.3	4.7	4.5	20.1	11.8	18	8.5
Rank	8	7	5	6	1	3	2	4
Community Orgs (12)	4.0	5.4	11.6	9.1	16.0	8.7	14.8	10
Rank	8	7	3	5	1	6	2	4

BRANCH LIBRARIES CURRENT

	Comm Act Ctr	Comm Info Ctr	Form Ed Spt	Indep Lrn	Pop Mat	Preschool	Reference	Research
TOTAL (102)	6.8	6.0	8.6	7.1	23.7	13.6	10.9	2.4
Rank	6	7	4	5	1	2	3	8
Staff (72)	6.4	5.4	8.2	7.0	25.7	13.7	11.1	1.9
Rank	6	7	4	5	1	2	3	8
Spec Lib Assn (10)	12	10.5	5.8	5.7	20.5	16.3	8.5	0.7
Rank	3	4	6	7	1	2	5	8
Comm Orgs (20)	5.82	5.87	11.4	8.3	18.4	12.0	11.5	5.0
Rank	7	6	4	5	1	2	3	8

MAIN LIBRARY DESIRED

	Comm Act Ctr	Comm Info Ctr	Form Ed Spt	Indep Lrn	Pop Mat	Preschool	Reference	Research
TOTAL (151)	4.6	7.2	8.0	9.1	11.6	7.9	21.1	10.0
Rank	8	7	5	4	2	6	1	3
Staff (91)	4.8	7.1	7.7	9.4	11.2	8.3	21.9	9.0
Rank	8	7	6	3	2	5	1	4
Spec Lib Assn (28)	4.2	7.9	6.6	5.8	14.0	8.0	21.2	11.9
Rank	8	5	6	7	2	4	1	3
Comm Orgs (32)	4.3	6.7	10.0	11.1	10.8	6.5	18.9	11.4
Rank	8	6	5	3	4	7	1	2

BRANCH LIBRARIES DESIRED

	Comm Act Ctr	Comm Info Ctr	Form Ed Spt	Indep Lrn	Pop Mat	Preschool	Reference	Research
TOTAL (149)	8.6	9.0	7.6	7.3	20.4	14.2	10.4	2.1
Rank	5	4	6	7	1	2	3	8
Staff (86)	7.5	8.0	7.6	7.2	22.9	13.6	10.9	1.7
Rank	6	4	5	7	1	2	3	8
Spec Lib Assn (28)	11.2	13.6	5.2	6.3	17.1	15.4	9.9	1
Rank	4	3	7	6	1	2	5	8
Comm Orgs (35)	9.1	7.7	9.5	8.3	16.9	14.5	9.7	3.9
Rank	5	7	4	6	1	2	3	8

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D. Conclusion

The consistency of the responses to the highest and lowest priorities indicates strong support for them, by those participating in this process. Conclusions about the mid-range priorities should not be based on these results, because their averages are almost indistinguishable.

When selecting roles for the SFPL, it is suggested that the responses from this exercise be considered along with information gained from discussion with community groups and public hearings. Together this information will provide the Library administration with a broader range of input than using the worksheets alone.

V. VISION OF A GREAT URBAN PUBLIC LIBRARY SYSTEM IN THE 21ST CENTURY

Today's world is characterized by change, and as we complete the move from the Industrial Age to the Information Age, the pace of change is accelerating. One of the prominent aspects of this era is the phenomenal growth in information technologies, and the resultant amount of information being generated. As keepers of information, libraries must adjust to increasing demands. The following sections attempt to identify some of the resulting impacts that libraries will experience, both in a general sense, and specifically by the SFPL.

A. Urban Public Libraries

In the 21st Century, libraries will have to move beyond their traditional roles of archivists and disseminators of a finite amount of information. As the amount of information available continues to expand, they will have to become more specialized and selective. In order to guarantee access to information, they will have to actively take part in the development and implementation of strategies for its organization and dissemination.

Libraries will continue to be the keepers of books, but they will have the added responsibility of providing other information and knowledge formats. They will have to achieve an acceptable balance between the old and the new.

Libraries in the 21st Century will have to be interconnected. No one library system will be able to store all required information and knowledge. They will have to cooperate in their planning efforts, to allow for the most effective overall utilization of their resources. Together, they will be greater than the sum of all of their parts.

Libraries will have to be adaptable to changing technology. It is not possible to forecast all upcoming technological change. Facility and program design will require flexibility. Planning will have to allow for change as a regular occurrence.

Libraries will have to be user friendly. They will have to self-guide the user to the appropriate path.

Most importantly, libraries will have to continue to be welcoming and warm, providing the public with resources that will respond to their information needs and enhance their daily lives. However, much of their information will be accessible from any location -- personal and business computers will be linked directly to their catalogs and databases. Patrons will not have to visit the library in order to benefit from many of its services.

B. The SFPL in the 21st Century

A translation of this vision to the SFPL renders a system that is extensive in its collections, interactive, interconnected, and flexible. To be successful, it will minimally require the development of the following:

1. A focused collection of printed and electronic materials that provide a link to the record of human experience, and provide information to the individual for coping with today's problems and challenges;
2. Facilities that are able to house the collections, and that facilitate the dissemination of information and knowledge to the public;
3. Staff with the expertise required to collect, preserve, organize, and disseminate the information and knowledge;
4. An integrated online public access catalog system that can organize and inventory the resources of the Library, as well as other information and knowledge sources in the community;
5. A network system that links San Francisco citizens to other information and knowledge resources throughout the world, and increases access to SFPL resources by other libraries.

Passage of the November 1988 Library bonds has provided the SFPL with the financial and public support for the development of a great library system. The remainder of this document outlines the steps required to accomplish this task.

VI. PLANNING ASSUMPTIONS

Certain assumptions are inherent in the adaptation of the SFPL to this vision of a 21st century library. Some of these relate to the future of the City and County of San Francisco, others are specific to the operations of the SFPL. Those that are based on futuristic projections have relied upon existing information, and were not developed by the author. Those that relate to library operations define a basic philosophy about the provision of library services in San Francisco.

A. Assumptions About San Francisco

- San Francisco's population is projected to grow to approximately 780,500 by the year 2005. After that time it is expected to stabilize.
- San Francisco will continue to be unique in its maintenance of a culturally diverse population, and its role as a world class financial center.
- Residential growth is expected to occur through the redevelopment of commercial and industrial land, including; school sites, the Van Ness Corridor, and South of Market.
- The greatest population growth is expected to occur in the Asian and Hispanic populations, and will result from new immigration into the United States.
- As this population growth occurs, it is expected that the demand for foreign language materials will increase, and be requested on a citywide basis.

• City budgetary constraints will continue to be a major obstacle to the growth of Library services. However, the passage of the November 1988 Library bonds generated a new interest in the Library, resulting in new opportunities for funding from philanthropic individuals and organizations.
• The synergistic effect of changes in the City administration, the Library administration, and passage of the Library bonds is providing a rare opportunity for the SFPL to create a great library system.
• San Franciscans perceive the SFPL in very positive terms.

B. Assumptions About the SFPL System

• The SFPL will remain a free public library, with all basic services offered at no charge to residents of the City.
• The SFPL will continue to actively promote library services and attract new users.
• The SFPL should function as a well-integrated system, allowing patron access to as much information as possible from any location.
• One of the strongest assets of the SFPL is its staff, and the strength of the entire system is dependent upon them.
• The SFPL must remain responsive to the community and actively solicit public input on a regular basis.
• The SFPL intends to provide information and knowledge in all appropriate formats, including; books, computers, videos, periodicals, tapes, etc.
• Development of an integrated online public access catalog system is of critical importance to the entire system.
• The opening of the new Main Library in 1995, will provide a once in lifetime opportunity to generate excitement and interest in the Library, both locally and on a national basis.
• San Franciscans are most loyal to branch library services
• Branch library services should generally be provided in correlation to population density.
• Branch libraries should maintain their special collections that are of local and community interest. However, these collections should be cataloged and available to all users regardless of their location.

VII. MISSION STATEMENT AND ROLE SELECTION

As the volume of information and knowledge sources soar and new demands are placed on the Library system, it is important to reassess the mission and roles of the SFPL. The results of this assessment are meant to set the tone for the future direction of the system, assisting in the development of criteria and priorities for resource allocation.

The following mission statement and roles have been developed within the context of attempting to provide the best possible library services, that are not duplicative, are cost-effective, and recognize the changing nature of library technology.

> **The recommended mission for the SFPL is be the focal institution for publicly supported access to information and knowledge in San Francisco. Special emphasis should be placed upon meeting the needs of San Francisco's economically and culturally diverse, and multi-lingual community, utilizing the most up-to-date technologies available.**

In adopting specific roles for the Library system, recognition must be given to the distinction between services offered by the Main Library and the Branch Library system. The branches have generally provided more services to children and seniors, the two groups of patrons that have the least mobility. Prior to recommending roles, the American Library Association's recommended role selection procedures were used.

A. Main Library Roles

For the Main Library, the roles of **Reference Library, Popular Materials Library, Research Center**, and **Community Information Center** are recommended. The Main Library must also serve as a branch library for the surrounding Civic Center neighborhood.

The roles of Reference Library and Popular Materials Library are easily understood. The other roles are recommended, with the following comments. If the role of Research Center is adopted, it is recommended that the SFPL emphasize the expansion of its special collections. It is not recommended that the Library develop general academic level collections, or compete with other public or private libraries in the Bay Area.

The role of Community Information Center is suggested as a joint effort with community agencies and service organizations. The SFPL should not attempt to take over the community's role of developing specialized service information. The SFPL should work with community agencies and assist in the coordination and dissemination of their information.

Although the Children's Room of the Main Library functions as a branch library for neighborhood children, comparable services for adults do not exist. It is recommended that the Main Library develop branch type services for the surrounding Civic Center neighborhood including the conduct of appropriate outreach into the community.

B. Branch Library Roles

Three roles are recommended for branch libraries; **Popular Materials Library, Preschoolers Door to Learning,** and **Reference Library**. It is recommended that reference materials in branches be through the high school level. Higher level reference materials should be available through the Main Library.

Because of variance in branch library size and type of community being serviced, emphasis on these roles will vary from branch to branch. It is recommended that the SFPL work towards the development of a specific plan for each branch.

C. Summary

In summary, it is recommended that the roles of **Reference Library** and **Popular Materials Library** be fulfilled throughout the SFPL, with the branch libraries providing reference material through the high school level, and the Main Library providing materials at a higher level. In addition, the Main Library should also attempt to become known as a **Research Center**, with in depth Special Collections, and should work with community agencies to provide a **Community Information Center**.

The branch libraries are recommended to have the added role of **Preschoolers' Door-to-Learning**. Emphasis on individual roles should vary according to branch size and the surrounding community. Branch library services for the Civic Center area should be provided at the Main Library.

In carrying out all of these roles, the SFPL should continue to be a center for the book and promoter of reading and literacy for all. It should also expand into new areas of information technology and networking that will allow citizens to have access to the most up-to-date information for their decision making.

Many resources can be provided directly, however, when appropriate, they should be provided indirectly utilizing networks and information sharing with other library systems. The SFPL should, in turn, continue to cooperate in sharing with others.

VIII. Strategic Goals

Accomplishment of the mission and roles will require considerable commitment by the SFPL administration and staff, public officials, and the public. In return, San Francisco citizens can look forward to being provided with world class library services. Specific strategic goals for the SFPL include the development of the following:

1. Creation of the facilities, collection, networks, and staff to meet most of the information and knowledge needs of the community, either directly or through participation in appropriate networks.
2. Increased user visits, circulation of materials, and provision of reference and information by 100% by the year 2000.
3. Increased community perception of the Library as a valuable community resource by the year 2000.

IX. Strategies

In order to organize the types of actions that must take place to achieve the strategic goals, nine separate strategies have been identified, including; facility development, service development, collection access and development, technology development, image development, networking, staff development, planning and evaluation, and resource development.

Each strategy indicates a broad course of direction, under which specific goals and objectives are identified. Ideally, all of these goals will be accomplished by 1995, when it is anticipated that the new Main Library will be ready for occupancy. It is planned that short-term objectives will be accomplished in the next one to two years. Long-term objectives will be accomplished thereafter. Although this report identifies some long-term objectives, most of them cannot be described in detail until the results of short-term objectives are known.

Individual goals and objectives are frequently related to more than one strategy. For the purpose of organizing this plan, they are included within the strategy upon which they have the most effect.

A. Facility Development

The passage of the November 1988 Library bonds is providing San Francisco with an opportunity to develop facilities that will allow for the provision of first-class library services. No longer will services have to be determined by facility size and configuration. With appropriate planning, the SFPL will be able to design its new Main Library, and renovate branches, with service delivery and flexibility in mind. The recommended long-range goals and short-term objectives for this strategy are described below:

GOAL 1: PLAN, CONSTRUCT, AND OPEN THE NEW MAIN LIBRARY

Planning, designing, and construction of the new Main Library will provide the SFPL, and all San Franciscans, with an unusual opportunity to develop a public facility that is designed for state-of-the-art service delivery. Most important to the design will be its flexibility to adjust to technological changes in the future.

The design for the exterior must be compatible with the Beaux Arts style of architecture in the Civic Center, and will be the same height and bulk as the existing Main Library building. It is currently assumed that the Pioneer Monument will remain on the southeast corner of the block. If this is the case, plans must be made and funding sought to protect the monument during construction, and to renovate the statue to its original state.

Design elements that have been suggested, include: large open spaces, movable walls, and plentiful and easily accessed wiring channels will allow the building to adjust to changes in technology; meeting rooms that can be accessed from outside and used when the rest of the building is closed; natural light that will help provide a warm and welcoming atmosphere; usage of the lower level floors for special programs for the handicapped and services that can be provided more quickly such as circulating books, information services, and branch library type services for the surrounding neighborhood; and usage of the upper level floors for reference areas and special collections. These are just a few of the design elements that have been suggested for consideration.

Long-term objectives for this goal include:

- **Approval of an architectural design for the building, by the Library and Art Commissions and the Chief Administrative Officer**
- **Bidding and award of the construction contract**
- **Planning for and conducting the move into the new building**
- **The official opening of the new Main Library**

Short-term objectives are described below:

Objective 1A: Select and hire architect in cooperation with the Chief Administrative Officer

It is assumed that the architect selection process will be completed by the time this report is issued, however, this objective is included because its accomplishment is essential to the completion of all other tasks.

Objective 1B: Select and hire Project Manager and Secretary

This project will have two project managers. One hired by the Department of Public Works who will manage all contracts for the new Main Library. The other project manager, hired by the SFPL will be responsible for all other aspects including; all building plans, design, coordination with other agencies, and scheduling of related events and public hearings.

This position has been classified as a SFPL "Chief's" position, and a new list of qualified candidates has been announced by Civil Service. It is anticipated that the position will be filled by the time this report is completed. As soon as the manager is hired, the SFPL should begin the process of hiring the secretary.

Objective 1C: Select and hire Program Consultant and develop process for public and staff involvement in the building design

A program consultant will be hired, to assist the SFPL in the development of the detailed interior program for the new building. A process for the hiring of this consultant should be developed and begin immediately.

Public and staff input should be made an integral part of the design process, and a procedure that will ensure their involvement should be outlined early. Particular emphasis should be given to special user groups and groups that have traditionally encountered barriers to usage, such as; handicapped, blind, deaf, and foreign language speaking users.

Good public and staff input can result in a building designed for maximum usage. Additionally, at least two City commissions will have to approve this project - the Library and Arts, and possibly the Landmarks Board. It is essential that the public support the final building plans.

Objective 1D: Determine actual interior space available

The bond report prepared by MBT Associates specified a building size of 442,500 gross square feet, consisting of five levels aboveground and two levels belowground. The Library administration and Chief Administrative Officer agreed to delete one half of the second level basement as a cost saving measure -- saving $10 million -- during hearings before the Board of Supervisors Finance Committee.

The main determinant of building size is the cost per square foot, and amount of money available. An assessment should be made as to whether the project costs estimated in the bond report are accurate, and then given the amount of funds available, the total square footage allowable.

While before the Finance Committee, the Library administration and Chief Administrative Officer also agreed to allow up to 40,000 square feet of space available for other City office use, for up to ten years. This agreement was based on the premise that the SFPL will not immediately need all of the space, but will eventually require it for expansion. In addition, the bond report included 5,000 square feet for outside groups to set up informational services. Both of these issues have design and programmatic implications. This is particularly the case if other uses are to be included for a finite period of time; the building will then have to be designed in a manner that will facilitate expansion in the future.

A meeting should be convened between the Library administration and appropriate City officials to determine how much space, and of what type, is to be made available to City agencies. The Library Commission should consider adoption of a policy on this issue, and whether space should be made available for other outside groups.

Objective 1E: Develop Project Schedule

The Project Manager, working with the architect, Library administration, and City officials must develop and implement a project schedule that takes into consideration the bond sales, EIR, planning approval process, and required public hearings. Once developed, these dates should be factored into the strategic plan.

Objective 1F: Assess need for private funds and develop a plan for their use

The Library bonds can only be used for capital expenses. They cannot be used to pay for movable equipment or furniture. Although these expenses were estimated for the bond report, they were not specified in any detail. It is essential that a detailed program providing their amount and anticipated usage be developed. This information is needed by the Library Foundation now, prior to the development of any promotional materials or solicitations for donations.

Objective 1G: Consider inclusion of direct linkage between new Main Library and Muni/BART station in proposed transportation tax for November ballot

City officials are currently discussing the placement of a local transportation tax on the November ballot. One of the items being considered as part of this package is funding for direct linkage between the new Main Library and the Civic Center Muni/BART Station. The Library Commission should adopt a policy related to this proposal, and if in favor, should convey their support to appropriate City officials. If successful, this measure will also have design implications for the new Library.

Objective 1H: Consider Civic Center Garage Expansion

City officials are considering expanding the Civic Center Garage under Fulton Street, to provide between 500 and 600 new parking spaces. Because of the decrease in Civic Center parking that will result from building on Marshall Square, it is recommended that the Commission and Library administration actively promote, when appropriate, and assist in the development of this plan. If it is to be implemented, the Library should work with City officials to determine a design that can allow for direct access into the building.

Objective 1I: Select and hire EIR Consultant in cooperation with the Department of City Planning

The EIR consultant should be selected and hired as soon as possible. This should be done by the Library in consultation with the Department of City Planning.

GOAL 2: MAXIMIZE THE USAGE OF SPACE IN THE EXISTING MAIN LIBRARY

The SFPL will continue to occupy the existing Main Library building for at least the next six years. During budget hearings, some testimony suggested that consolidation of departments may result in cost savings. In addition, the Library administration has suggested the development of new services at the Main that would require space for implementation.

There are no long-term objectives to be met for this goal. It is assumed that any changes to the existing building will only be cost-effective if conducted in the near future.

Short-term objectives are described below:

Objective 2A: Review previous assessments of space utilization in the Main Library

The Chief of the Main Library should review previous space utilization studies to determine whether any unused or underused space exists, and whether any service areas could be relocated within the building without detracting from the service.

Objective 2B: Determine the cost effectiveness of implementing changes in service delivery that are being recommended for the future

The Library administration should assess whether any of the service changes that are planned for the future could be implemented now, and provide for better delivery and cost-effectiveness. Departmental reorganizations or consolidations, deletion of the Popular Library, and development of better branch type services for the Civic Center should be considered.

GOAL 3: CONDUCT FACILITY IMPROVEMENTS TO THE BRANCH LIBRARIES ON A SYSTEMWIDE BASIS AFTER CAREFULLY EXAMINING THE ENTIRE BRANCH SYSTEM

San Franciscans love the branch libraries, and with this fact in mind, one of the major goals of this plan is to revitalize the branch library system. The branch library system has been developed on a piecemeal basis, and its facilities are of differing sizes and shapes, and in some cases, suffering from deferred maintenance. At least $5 million is available for their renovation from the local November 1988 Library bonds, and the Library hopes that from $2 to $5 million more will be made available from the State bond issue passed during the same election.

The expenditure of these funds should not be made on a piece meal basis. Facility improvements should be conducted on a systemwide basis, after the development of an appropriate plan. The Library should not succumb to pressures to begin spending the funds quickly, before an adequate plan for the branch system can be completed.

Long-term objectives will include:

- **The renovation of all branch libraries requiring seismic upgrading**
- **The completion of all needed branch library electrical system upgrades**
- **Renovations to make all Resource Branches handicapped accessible**
- **Expansions, remodelings, or consolidations of facilities to meet the needs identified in the branch library planning process**

Short-term objectives are described below:

Objective 3A: Assign a Project Manager to the branch library renovation program

Although the Department of Public Works will be handling the contracts and actual design for the branch renovations, the Library must assign an individual to manage this program.

Objective 3B: Develop a consensus on the ideal location and size of branch libraries

The demographic information reviewed for this plan indicates that the current geographic distribution of branch library services is not in accordance with population data. This is most noticeable in the Southeast sector that provides housing for one of the most dense populations of children in the City while providing the least in branch library services, in terms of facilities, hours, and staffing. In addition, new development in the South of Market area may result in a need for increased services to that neighborhood.

It is recommended that the Library Administration work with members of underserved communities to develop a plan for the provision of adequate services. The Library Commission should hold public hearings and develop a policy on this issue. A meeting should also be convened with appropriate City officials to discuss whether it would be appropriate to include Library services in the proposed Mission Bay project.

Objective 3C: Review current branch library service levels and make any needed recommendations

The Chief of Branches has initiated a review of the current four tiered levels of branch library service -- resource branches, large neighborhood branches, small neighborhood branches, and reading centers. This review should be based upon the roles adopted for the branch library system as a guideline, and recommend whether any changes should be made to this system in order to provide more cost-effective and better library services.

Objective 3D: Conduct a branch library needs assessment

In order to develop a renovation plan, a needs assessment should be conducted for the branch libraries that incorporates the following information: a description and cost of seismic requirements, electrical upgrades, any other required renovations, and desired renovations; estimated amount of time required for renovations; estimated service disruptions during the renovations; and current and projected levels of service and usage. The Department of Public Works is currently working on selected parts of this assessment.

Objective 3E: Conduct public hearing on branch library needs

As soon as the branch assessment is available, public hearings should be held to discuss branch library needs. These hearing(s) should focus on information from all of the above reviews and assessments. Development of public support is essential to the successful implementation of any changes in the branch system.

Objective 3F: Develop plan for branch library renovations

This plan should prioritize and describe a renovation program for the branch library system, specifying the work and schedule to be completed with the local bond funds, and then prioritizing those to be completed when additional funds become available from other sources. Renovations will have to be carefully planned in order to minimize disruption in Library services to the public, particularly because some branches may have to be temporarily closed for up to one to two years while work is being completed.

Objective 3G: Implement branch renovation program

As soon as the branch renovation program is developed, appropriate information should be provided to the Department of Public Works. Even though they will be in charge of this project, it is essential that the project manager in the Library work closely with DPW to ensure that the work is completed, in a manner and on a schedule, that meets the Library's needs. A public information strategy must also be developed, to ensure that the public is informed about temporary changes that will take place during the renovations of individual branches.

B. Service Development

The development of new and renovated facilities, new technologies, a new administration, and more information about public needs is providing the SFPL with a rare opportunity to institute changes in service delivery. Although public funding for the Library is not expected to increase, the building of the new Main Library is attracting a new interest in the Library from philanthropic individuals and organizations.

GOAL 4: DEVELOPMENT OF A WIDE RANGE OF SERVICE DELIVERY PROGRAMS THAT WILL MEET THE NEEDS OF SAN FRANCISCO'S ECONOMICALLY AND CULTURALLY DIVERSE AND MULTI-LINGUAL POPULATION.

The diversity of San Francisco's population provides an exciting challenge for the SFPL. Expansion of some of the Library's current programs, development of new services - particularly with the introduction of new technologies in the Library, and creation of more multi-lingual services that can be instituted on a citywide basis are but a few of the types of programs to be considered.

Long-term objectives include:

- **The provision of municipal reference services for the citizens of San Francisco**
- **Development of the City archives**
- **Implementation of a planned service program for each branch library**
- **Development of a new Business Department**

Short-term objectives are described below:

Objective 4A: Maintain the Library's literacy program, Project Read

As of the writing of this document, the State funding for the Library's literacy program is uncertain. This program, that provides one-on-one tutoring to individuals, is essential to the well being of the City and must be continued. The SFPL should encourage all appropriate City and State officials to lobby for the funding for Project Read. If lobbying efforts are not successful, funding for this essential service should be requested from the City.

Objective 4B: Expand the San Francisco Connection to serve the public

During the past year, the SFPL began a new municipal reference program - the San Francisco Connection - that provides City officials and workers with assistance in their research needs. This program should be expanded to provide the public with information about municipal agencies.

Objective 4C: Develop a citywide advisory committee to make recommendations on the role(s) of the city archives

Although the Board of Supervisors has designated the SFPL as holder of the official City archives, no definition has been given to this function. In addition, City records are not consistently offered to, or received by, the Library. A citywide advisory committee representative of public officials, history aficionados, the SFPL, and other libraries should be established by the City Librarian, to make recommendations on this important function.

Objective 4D: Develop a plan for the provision of better library services to the children in the Southeast sector of the City

Demographic information reviewed for this report indicates that the concerns voiced by residents of the City's Southeast sector are true, specifically that there are not adequate services for the neighborhoods dense population of children. The long-term solution to this problem will be considered as part of the SFPL's assessment of its facility needs. However, in the short-term, it is recommended that the SFPL consider methods for increasing children's services in this neighborhood. Some possible solutions that have been suggested include: the addition of more children's librarians, materials, and longer hours at the existing branches; bookmobile services; or the provision of library-type services at other facilities.

Objective 4E: Develop a special committee to make recommendations on the provision of services to the business community

The closure of the Business Branch Library in 1988 resulted in the termination of services at one of San Francisco's busiest branch libraries. Business services are now available at the Main Library, but they are not in one service area, and users must go from department to department to access various materials.

Many different opinions exist as to how the Library can best provide services to the business community. They are oftentimes based on conflicting assessments of who used the Business Branch, and for what services. Some believe that business services must be available in the financial district in order to be widely used, others are of the belief that providing the services at the Main Library is an acceptable alternative. Another alternative would be to provide services on a smaller scale in the financial district, such as an electronic kiosk, or a reading center stocked with business periodicals.

An advisory committee comprised of business representatives from both the financial district and other parts of the city should be developed to discuss this issue. It is timely because of design implications for the new Main, if a business section is to be included within its program.

Objective 4F: Develop a plan for new service components for the new Main Library

A variety of new service components have been discussed as possibilities for inclusion in the new Main Library, including: a special lounge area for seniors; a special lounge area for young adults (aged 13 to 18); a restructuring of departments that would create a general circulating department for all circulating books; creation of an image department; and other specialized services described under the technology strategy.

These components have many design implications for the new building, and therefore, must be determined now, even though the new services may not be available until the new building is completed.

Objective 4G: Develop a model process for determining how branch libraries can best serve community needs

The SFPL is in the process of applying for funds from the State Library, that will allow for the development of a model process for determining community needs. The funding is available specifically for determining the needs of ethnic communities, and must be in cooperation with community agencies. The current application is focusing on the Richmond, Bernal, and Outer Mission branches. However, once developed, the SFPL will be able to use this process for any branch library.

C. Collection Access and Development

This strategy involves the development of a collection of materials, in all appropriate formats -- books, periodicals, databases, videos, CD-ROMS, etc. -- that will meet the current and future needs of users. The collection must be of ample size and breadth to service the roles recommended for the Main and branch libraries.

The concept of access is included within this strategy because of its effect on collection development. The need for duplicate materials in different locations can be reduced significantly by increasing interlibrary access.

GOAL 5: CREATE AND IMPLEMENT A COLLECTION DEVELOPMENT PLAN

A collection development plan should provide Library staff with adequate information to guide the acquisition and removal of all library materials. Some of the components should include: recommended goals for the numbers, types, and levels of materials in the Main and the branches for each subject area; recommendations on the percentage of expenditures to be made for different types of materials and uses, including foreign language materials; recommendations on the classification of materials as "reference" or "circulating"; recommendations on removal of out-of-date materials or multiple copies of infrequently requested materials; and recommendations for the development of special collections.

Long-term objectives include:

- **Completion of an inventory of the Library's materials**
- **The removal of out-dated or inappropriate materials**
- **Reorganization of the Library's collection**
- **Identification of Library "treasures" in preparation for their reorganization into a Center for the Book**
- **Improvement of methods for selection, cataloging, and preserving the collection**

Short-term objectives are described below:

Objective 5A: Create a staff collection development committee

The City Librarian should create a staff collection development committee that is assigned the immediate task of developing a process and time schedule for completing a plan. The committee should then facilitate completion of the plan.

GOAL 6: INCREASE PUBLIC ACCESSIBILITY TO THE COLLECTION

The Library collection should be more easily accessed by the public. Patrons should not have to travel from branch to branch, or from department to department at the Main, in order to locate or borrow specific materials. The on-line catalog discussed under the Technology section will provide part of solution to this problem. However, changes in some existing policies and procedures will provide for major accomplishments in this area.

Most of the long-term objectives related to this goal are included within the Technology Development strategy.

Long-term objectives include:

- **Increase Library hours of operation**

Short-term objectives are described below:

Objective 6A: Implement systemwide circulation and reservation of books

The SFPL currently has the technical capability to implement systemwide circulation and reservation of most circulating books (this capability is not available for non-book materials). This single policy change would result in a dramatic change in service delivery for the public. Rather than travel from branch to branch to locate a book, patrons could reserve any circulating book in the collection from any site. As part of this implementation, the Popular Library collection in the Main should be included and used as a backup to the branches.

Objective 6B: Develop a plan for making branch library special collections more accessible on a systemwide basis

The special foreign language, gay and lesbian, and Black interest collections located in branch libraries should be made more accessible to the public on a systemwide basis. Ultimately, these collections will be included on the online public access catalog. Until that time, options for increasing their accessibility should be considered, including; the usage of larger and more rotating foreign language collections, the prominent display in all libraries of information on the location of special collections, and the creation of printed lists of special collections that can be prominently displayed at each branch.

Objective 6C: Incorporate an adequate collection of foreign language reference materials in the Main Library

As the major reference center for the entire system, the Main Library should have adequate reference materials in all languages.

D. Technology Development

The implementation of up-to-date technology in the SFPL has the potential to provide staff and patrons with the most profound changes in service delivery. New technology will maximize the amount of information immediately available to all users. The entire collection of Library will be included on the online public access catalog, and patrons will have access to the catalog regardless of their location. Other technological improvements will increase the efficiency of many staff operations.

GOAL7: THE ACQUISITION AND/OR DEVELOPMENT OF A COMPREHENSIVE INTEGRATED LIBRARY MANAGEMENT AND OPERATIONS SYSTEM

This goal includes the development of a computerized system with modules for: acquisitions, serials, inventory control, circulation, online public access catalog, library for the blind, film booking, meeting room booking, community resource files, electronic bulletin boards and mail system, office automation, CD-ROM data bases, and general purpose information files. The system must include an intelligent gateway, that is multi-lingual, and accessible throughout the Library system and from home and office computers.

The general lack of detail in this section is due to the absence of critical information about the Library's needs in this area. After a review of the needs described below, the long-term technology objectives should be developed, along with additional short-term objectives.

Short-term objectives are described below:

Objective 7A: Select and Hire computer specialist

A computer specialist is currently being hired. It is hoped that the position will be filled by the time that this report is completed.

Objective 7B: Review Needs

A review of technology development needs must be conducted in order to plan for this most needed change, and until it is conducted, it is not possible to describe more specific objectives.

This goal is very timely because the Library anticipates that most of the funding for its implementation will have to be privately raised. In order to plan and implement their fundraising program, the Library Foundation must be able to provide an adequate explanation of the uses to which the private funds will be put.

Objective 7C: Develop technology plan and seek EIPSC approval

The technology plan must be developed, and then the City's Electronic Information Processing Systems Committee must review and approve the Library's plans for an integrated computer system.

Objective 7D: Implement Apple Grant

The SFPL was successful this year in receiving an Apple Library of Tomorrow grant to create a knowledge navigator system. This system, as planned, would provide an interactive gateway into the resources of the Library system, using Apple Mac II computers. It is also planned to include an icon driven translator that will map the Library's resources in Japanese, Chinese, and Vietnamese, using mouse technology.

Objective 7E: Implement CD-ROM Technology

CD-ROM technology will replace bulky and out-of-date data files with small disks. The Library is currently beginning implementation of this new technology.

Objective 7F: Acquire and implement new telephone system

The Library's telephone system is antiquated, unreliable, and incapable of allowing for the development of new technology. Plans for a new system were developed in 1987, and the Library was the next city department expected to convert to the system when the entire program stopped. The new telephone system is necessary and city officials should be so informed

GOAL 8: CREATE A VIDEO PRODUCTION AND ARCHIVING CAPABILITY

This goal involves the eventual development of an in-house video production facility including the procurement of necessary equipment.

Long-term objectives include:

- **Development of a plan for the creation of a video production facility**
- **Development of a plan for video archiving**
- **Purchase of needed equipment**

E. Image Development

The SFPL must update its image and increase communications both internally, with its own staff, and externally, to the larger community. External communications are particularly important because of the private fundraising efforts that are currently being planned, and expected to be underway in the near future. The SFPL must provide a highly visible image that will reinforce public confidence in the Library, and the ability of its administration to develop a great library system. This positive image building is essential to a successful fundraising effort.

GOAL9: CREATE A NEW OVERALL IMAGE FOR THE SFPL

The SFPL should have an image created that it is a forward moving institution, multi-cultural, economically diverse, essentially providing something for everyone.

Long-term objectives include:

- **The development of an entire package of Library promotional materials**

Short-term objectives are described below:

Objective 9A: Solicit and hire advertising agency or individual

The SFPL should either solicit for pro bono services, or hire an advertising agency or individual to develop this new image and appropriate materials. A new logo and Library brochure are essential. Other types of materials such as posters or bookbags should also be considered for development.

GOAL 10: GENERATE EXCITEMENT ABOUT THE LIBRARY AND ATTRACT MORE FREQUENT AND NEW USERS TO THE SYSTEM

Improvements to the branches, and the building of the new Main are providing the Library with a once in a lifetime opportunity to generate public interest and excitement about the Library. All of these opportunities should be used to generate attention and publicity. In addition to the new services that will benefit users, the facility improvements, and milestones in their development, will be newsworthy and provide the Library with an ability to enhance its presence in the community.

Long-term objectives include:

- **Development of a Public Relations Office**
- **Development of a PR campaign in conjunction with the opening of the new Main Library**

Short-term objectives are described below:

Objective 10A: Establish a community relations program

The SFPL has just assigned a staff person to act as a community relations manager for the Library. A specific community relations program that will keep the public aware of current services, improvements as they are implemented, and milestones in the development of new facilities should be developed.

This program should minimally include; development of media contacts, coordination of all SFPL public relations activities, regular issuance of press releases, creation of a speakers bureau and solicitation of speaking engagements, and the development of more regular library columns in community newspapers (such as the one that appears monthly in the Noe Valley Voice). In the long-term, this function should be conducted by a permanent Public Information Officer.

Objective 10B: Expand the neighborhood council

Earlier this year, the Chief of Branches began to develop a committee of neighborhood representatives to provide community input into Library planning and support for Library services. Individuals from many branches have been successful recruited. The council should be continued and expanded to include individuals representing all branch libraries.

GOAL 11: DEVELOP THE IMAGE OF THE SFPL AS A LITERARY CENTER

The SFPL should develop as a literary center for the Bay Area. The hosting of literary activities in the Library should be encouraged and well publicized. The new Main Library should be designed in a manner that will facilitate this type of activity.

Long-term objectives include:

- **Work with the Friends of the San Francisco Public Library to develop a plan for encouraging literary events at the Library**

Cooperation with the Friends is recommended because of their reputation as a sponsor of literary events, particularly their annual lecture series. If possible, the new Main Library should include an auditorium type area large enough to facilitate these events, and the Friends should be encouraged to relocate the series to the Main Library building. A program for new literary events, both large and small, should be developed.

F. Networking

This strategy involves the development of cooperative agreements with other library systems, private libraries, and any other appropriate organizations, that are willing to share their information and/or collections with the SFPL. Its major purpose is to maximize the usage of SFPL collections and minimize the need for duplication of expensive materials and services that are available from other sources.

GOAL 12: MAXIMIZE THE DEVELOPMENT OF COOPERATIVE AGREEMENTS FOR INFORMATION SHARING WITH OUTSIDE AGENCIES

Staff of the SFPL will have to identify, contact, and develop cooperative agreements with agencies at all levels. They will have to play a leadership role in coalition building and information sharing among local, regional, state, national, and international agencies.

Long-term objectives include:

- **The creation of a network of major California public libraries**
- **The creation of a network of major public libraries in the United States**
- **The creation of linkages to libraries in Europe and the Pacific Basin**

Short-term objectives include:

Objective 12A: Coalition building among local agencies interested in information sharing

This objective involves the identification and contacting of local agencies that have developed information resources appropriate for information sharing. The SFPL may want to consider facilitating a workshop, or series of workshops, designed to bring agencies with similar information needs together for the purpose of creating greater access to, and coordination of, available information.

Objective 12B: Promote and participate in meetings and forums that will lead to regional, state, national, and international cooperation

Staff of the SFPL should actively promote and be involved in library related meetings that will further the development of cooperative agreements.

G. Staff Development

This strategy involves the creation of a formal staff development program, aimed towards providing staff with adequate training for their existing positions, as well as opportunities to develop new skills and increase their career opportunities. Individual staff members have worked hard to create the existing Staff Development Committee, and have presented very welcome and informative workshops. However, this strategy is too essential and too demanding to continue to rely upon volunteers for its implementation.

GOAL 13: ACQUIRE ADEQUATE STAFF, BOTH IN TERMS OF NUMBERS AND TRAINING, TO PROVIDE QUALITY LIBRARY SERVICES

Budgetary constraints have resulted in fewer staff, with less training, having to do more work and provide more services than ever before. During budget hearings earlier this year, members of the Library staff presented testimony that indicated a high level of concern over the quality of services being provided. Too many demands are being placed on too small of a staff. As the Library conducts outreach and attracts new users, this strategy will become even more essential.

Long-term objectives include:

- **The addition of new staff**
- **The creation of a permanent Staff Development position and development of a permanent on-going staff development program that will provide essential job training and development of skills necessary for career advancement**

Short-term objectives are described below:

Objective 13A: Reorganize existing staff and/or services to provide the most effective use of their services

In the branch system, an assessment is already underway to determine if staff could be used more effectively. A similar assessment should be conducted for the Main Library, including the administrative staff. Actual staff duties should also be assessed to determine whether any specific jobs or duties are currently misclassified, resulting in the need for higher level staff than is actually warranted.

Objective 13B: Develop a pool of librarians available to substitute in branch libraries when needed

The Branch system has experienced a continuing problem of staff shortages that result in staff being moved from branch to branch, or in some cases, closure of branch libraries during open hours. A small pool of librarians should be established, that can be used as needed to substitute when shortages exist.

Objective 13C: Assign staff development duties to an appropriate member of the staff

Until a new position can be created, an appropriate member of the staff should be assigned the responsibility of developing this program.

Objective 13D: Conduct an assessment of staff training and development needs

Existing training and development activities should be reviewed, and staff input solicited to determine the type and size of programs required for all levels of staff. The areas of initial on-the-job training, on-going orientation, and professional development should all be considered. The type of resources needed -- staff, materials, outside speakers, etc -- should be determined.

Objective 13E: Develop a staff newsletter

A staff newsletter that solicits articles from staff, as well as reporting on staff related interests, should be instituted.

Objective 13F: Encourage the sharing of information from outside staff development activities

Staff members participating in outside development activities should be encouraged to share the information and materials they receive. Articles submitted by staff in the staff newsletter, or special workshops developed by staff could be pursued.

H. Planning and Evaluation

The future of the Library is dependent upon adequate and responsive planning and evaluation. These activities must be formalized within the Library system and given the priority status that they require for successful implementation. Inadequate planning and evaluation can only result in decreasing levels of cost effectiveness.

In addition to normal service delivery, the renovation program for the branches, the building of the new Main Library, and the acquisition and implementation of new technology will place many new demands on the Library system and its staff. It is essential that an agreement be reached on the future direction of the SFPL. Then, systemwide planning should take place to ensure smooth operation and transitions, as well as on-going evaluation that is capable of detecting problems as soon as possible. Planning and evaluation activities are also required to provide solutions to some on-going problems experienced by the Library related to the lack of policies, inconsistencies, or irrelevance.

GOAL 14: IMPROVE THE LIBRARY'S EFFICIENCY IN PROVIDING SERVICE TO THE PUBLIC AND INCREASE ITS RESPONSIVENESS TO PUBLIC NEEDS

As the policy making body for the SFPL, the Library Commission should formally adopt a mission statement, roles, and goals for the Library system. Most importantly, the Commission should also formalize an on-going process of evaluation, and if necessary, amendments.

an on-going process of evaluation, and if necessary, amendments.

Long-term objectives:

- **To implement a continuous strategic planning process**

Short-term objectives are described below:

Objective 14A: Conduct of public hearings on recommended strategic plan, and adoption, or modification and adoption, of a plan

The Library Commission has already declared its intention to hold public hearings prior to the adoption of a new mission, roles, and goals for the SFPL system. These recommendations should be widely circulated, and hearings publicized in neighborhood, as well as more traditional media sources.

Objective 14B: Develop a process for the on-going review and evaluation of Library roles and goals

A process for the review, evaluation, and if necessary, modification of Library roles and goals should be instituted. Possibly a yearly review, conducted prior to, or as part of, the budget process would be effective.

Objective 14C: Assign the responsibility of planning and evaluation to an appropriate staff person

A member of the administrative staff should be assigned the responsibility of conducting and coordinating all planning and evaluation activities for the SFPL. These activities should be considered of the highest priority and a detailed work program for their fulfillment should be developed.

Objective 14D: Review and implement state-of-the-art measurement techniques for use in program evaluation

The SFPL is currently in the process of implementing a number of new, and more reliable, forms of data collection. Program budgeting, people counters in the branches, and the use of the American Library Association's output measures are currently being implemented. A review of other current measurement standards should be undertaken, and if found to be useful, implemented.

Objective 14E: Complete implementation of program budgeting

The City and County of San Francisco has traditionally used a line item method of budgeting. Last year, the SFPL began the process of converting to a program budget, and this conversion should continue until it is complete. Program budget information is much more useful in assessing Library services.

Objective 14F: Review Library policies and procedures, update when necessary, and publish a manual

All Library policies and procedures should be reviewed for consistency and relevance. Important areas in which no policies exist should be identified, and policies drafted for consideration and adoption. Policies and procedures should then be codified, and made available to staff.

I. Resource Development

This strategy involves the careful development and coordination of Library resources, including donations of funds, materials, and services. Coordination of these activities is particularly essential because there are so many separate efforts aimed towards resource development currently taking place, including that of; the Library administration, the Library Foundation, the Friends of the San Francisco Public Library, Project Read, and City Guides. Each of these entities has, or is developing, a separate strategy and all of these strategies are focused on a limited group of potential donors.

GOAL 15: MAXIMIZE THE DEVELOPMENT OF NON-PUBLICLY FUNDED RESOURCES

The passage of last year's Library bond issue is providing the SFPL with new opportunities for resource development. As more public attention is focused on the Library, new opportunities for donations from philanthropic individuals and organizations will develop. The Library must actively access and solicit these opportunities.

Long-term objectives:

- **Raise the private funds necessary for the provision of furniture and movable equipment for the new Main Library**
- **Creation of an endowment for the SFPL**

Short-term objectives:

Objective 15A: Coordinate all development activities

This is probably the most important objective towards reaching the resource development goal. All fundraising and other resource development activities must be coordinated, and the City Librarian should be assigned the responsibility of overseeing these activities. Library related organizations cannot continue to develop separate fundraising activities, or else potential funders will become confused about the Library's needs.

A meeting between representatives of the above mentioned organizations should be convened, and an appropriate individual assigned as coordinator. Fundraising priorities must be determined. Each organization should provide a proposed plan for their fundraising activities, and these plans should be assessed to make sure that each potential funder is being asked for the most appropriate donation(s), that requests are timed in a manner that will not result in more than one request within a reasonable time period, that priority projects are given fundraising priority, and that funders are not confused by receiving solicitations from multiple organizations.

Objective 15B: Develop a student internship program

The SFPL should actively pursue the development of an internship program, and solicit interns from graduate level library programs. There are many special projects that need to be accomplished, for which an intern would be very helpful.

Objective 15C: Assess the possibility of expanding the use of volunteers

Formal expansion of the use of volunteers in the SFPL has been very controversial, although volunteers are currently used, sometimes formally (at the Welcome Desk in the Main), and other times informally (in neighborhood branches). Unfortunately, this issue is normally only considered during talks of budget cutbacks, and Library staff are made to feel that they are easily replaceable by non-trained volunteers. Obviously, this is not the case. Recent attempts to define areas for which the librarians would support the use of volunteers should continue and be expanded.

PART II

BACKGROUND INFORMATION

X. A HISTORY OF THE SFPL

The first free public library in San Francisco was authorized by an act of the California State Legislature in 1878. With a budget of $24,000 for books and staff, the SFPL opened in Pacific Hall on Bush Street in 1879.

Within twenty-one days after opening, 18,000 people had come in to the Pacific Hall reading room. The budget was immediately doubled and volumes increased from 6,000 to 30,000, and in 1881, books were allowed to circulate.

The year 1888 was the beginning of a period of expansion and extension for the Library. The Central Library moved into City Hall; the first branch opened on Mission Street; and Potrero and North Beach Branches opened.

By the turn of the century, the Main Library included a Periodical Room and a Juvenile Department; the public had gained entry to the stacks; and there were six branch libraries. Senator James Phelan donated a building for the Harrison Branch in South Park, and the Andrew Carnegie Foundation offered $750,000 to the City for construction of a Central Library building and branches. Seven deposit stations were set up between 1902 and 1905 to supplement the branch libraries.

The voters approved a bond issue for $1,647,000 in 1903 for the purchase and erection of a new library on Van Ness Avenue between Fell and Hayes Streets. Before it could be built, the 1906 earthquake leveled City Hall, and the central library's entire collection was lost. Also lost were two branches and two deposit stations.

A temporary Main Library opened at Hayes and Franklin Streets in 1908; five more deposit stations and one new branch opened by 1910. For the next few years, the burning question was the location of a new Main Library, and finally the lot on Hayes and Franklin was traded for the present Civic Center site. The Carnegie Foundation's offer of $750,000 was confirmed, and along with the new Main, the Richmond, Mission, Noe Valley, Golden Gate Valley, and Sunset branches were planned.

Designed by Architect George W. Kelham in the Italian Renaissance style, the new Main Library was dedicated on February 15, 1917 at a cost of $1,152,000, which included all furniture and equipment. When the Main Library opened, only four stack floors were finished. The remaining stack floors and shelves were added later as the collection grew.

Between 1909 and 1921, eight of the twenty-two neighborhood branches were built, primarily with Carnegie funding. Three more were built between 1922-1950, with the remaining eleven after 1950. A business branch opened in the Russ Building in 1929, occupying rent-free space given by the building's owners as a lure to other tenants.

By 1947, the Main Library's holdings exceeded the 500,000 volume capacity originally projected. In 1957, as a result of newspaper pressure, public complaint, and a Grand Jury investigation, the first of many studies was commissioned to survey the Library and outline the steps necessary to provide San Francisco with adequate library service. As a result of this study, the Library was reorganized and a volunteer citizens group, The Friends of the San Francisco Public Library, was founded in 1961 to provide program and financial support, and to build public support for the Library. One of the Friends major goals was to build the support needed to pass a bond issue for a new Main Library.

Lack of space in the Main, and staffing problems in the branches continued. In 1982, a study was commissioned to make recommendations on improving the SFPL. The Lowell Martin report recommended the building of a new Main Library to provide the space needed by the central facility. It also recommended the closure of five neighborhood branches, and a restructuring of those that remained.

Citizen opposition was successful in stopping branch closures. However, a restructuring did take place. The new branch system was based on four distinct levels of service -- resource branches, large neighborhood branches, small neighborhood branches, and reading centers -- with the resource branches being larger, having more staff, more materials, and longer hours. Each of the other types was progressively smaller in size, staffing, materials, and hours.

The Friends continued with their efforts to build support for a new Main Library. In 1986 when Mayor Dianne Feinstein announced the development of a Master Plan for the Civic Center, the Library Commission and the Friends decided that this was their opportunity for success. The Library Commission adopted a resolution supporting the building of a new Main Library on Marshall Square, immediately to the South of the existing Main. The Friends actively campaigned to convince City officials of this need. They also raised funds to pay for new studies demanded by City officials.

By 1988 most of the necessary support had been secured, and the Library hired a firm to develop a plan and bond report for the proposed new Main Library, to be located on the block directly South of the existing building. In June of 1988, City officials voted to place the Library bond issue on the ballot for the November general election. The bond issue contained $104.5 million for the building of a new Main Library and $5 million for renovations to branch libraries.

During the same period of time, the City of San Francisco faced its first major budget deficit. As part of a citywide package of reductions, the Mayor announced major budgetary cutbacks for the SFPL, including the closure of; one reading center, three small neighborhood branches, and the Business Branch. Public opposition to the branch closures was so great that money was found to keep the neighborhood libraries open, although all library hours were reduced. The business branch was not as successful, and its doors were closed to the public in July of 1988. All business materials are now located in the Main Library.

In November 1988, the public overwhelmingly passed the library bonds with 76% of the vote.

XI. The SFPL Today

Today the SFPL system includes the Main Library, 22 neighborhood branches, four reading centers, a library for the blind, and a bookmobile (Table IV). The Library's annual budget of $18.2 million is almost entirely provided by the City's general fund. The total collection exceeds 2.1 million items and has an annual circulation of more than 3.2 million items. Juvenile materials account for 25% of the total circulation. Approximately 70% of the items are circulated through the branches, the remaining through the Main. The majority of the usage at the Main is related to the use of non-circulating reference materials, and therefore, is not reflected in these numbers. Per capita circulation for the current fiscal year is estimated to be approximately 4.5. More discussion on library statistics is included in the sections that follow.

A. Library Administration

The seven member Library Commission, appointed by the Mayor, is the policy making body that oversees the Library. The City Librarian reports directly to the Commission and serves at their pleasure. The SFPL is organized into the Main Library, Branch Library, and Technical Services Divisions. Each division is headed by a Chief, who reports directly to the Assistant City Librarian. In addition, the Coordinator of Adult Services and Coordinator of Children's Services also report directly to the Assistant City Librarian. Table V provides an organizational chart.

B. Library Statistics

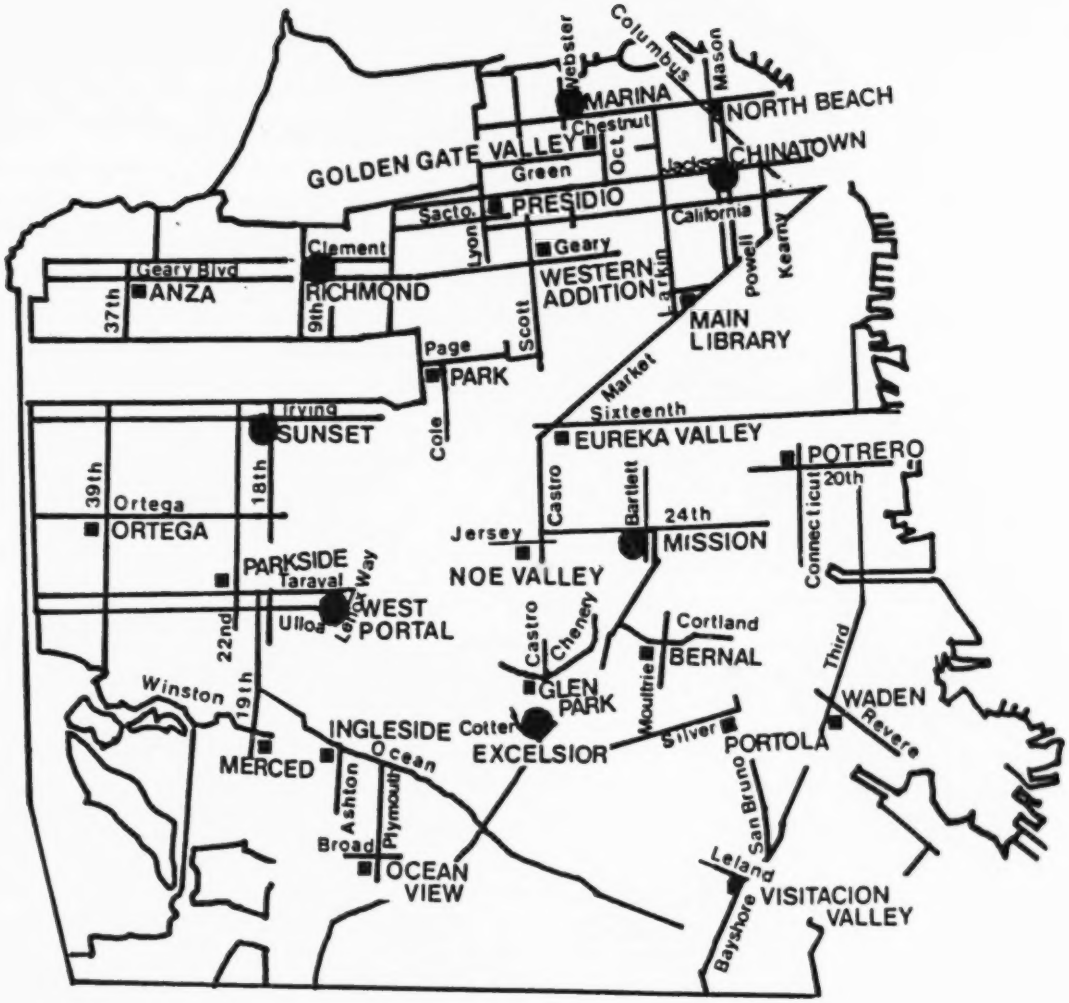
As indicated in Table VI, circulation was on the increase until this year. Estimates for the current fiscal year (based on the projection of six-month statistics) indicate an overall 4% drop in circulation. During this same period of time, library hours decreased significantly. Hours at the Main decreased by 16%; hours at the branches decreased by 9% (individual branch decreases ranged from none to a high of 24% at the resource branches).

Library staff attribute the decrease in circulation to the decrease in open hours. Table VII examines changes at the Main, and indicates that although circulation is down, per hour usage is significantly higher. It is clear that the public is not losing interest in the Library, and it seems likely, that the staff is correct in their belief that lower circulation is due to the decrease in hours.

Branch library statistics, Table VIII, indicate a very wide range of usage, that most often correlates with branch size, materials, and hours. The unit cost most often correlates with these factors, but in reverse -- higher costs result from lower levels of usage. It is interesting to note that almost all of the branches reporting increased circulation were among those that did not decrease their hours of service to the public. This factor also seems to substantiate the staff analysis related to lower circulation.

TABLE IV

Location of Libraries



SAN FRANCISCO PUBLIC LIBRARY ORGANIZATION CHART - 1989

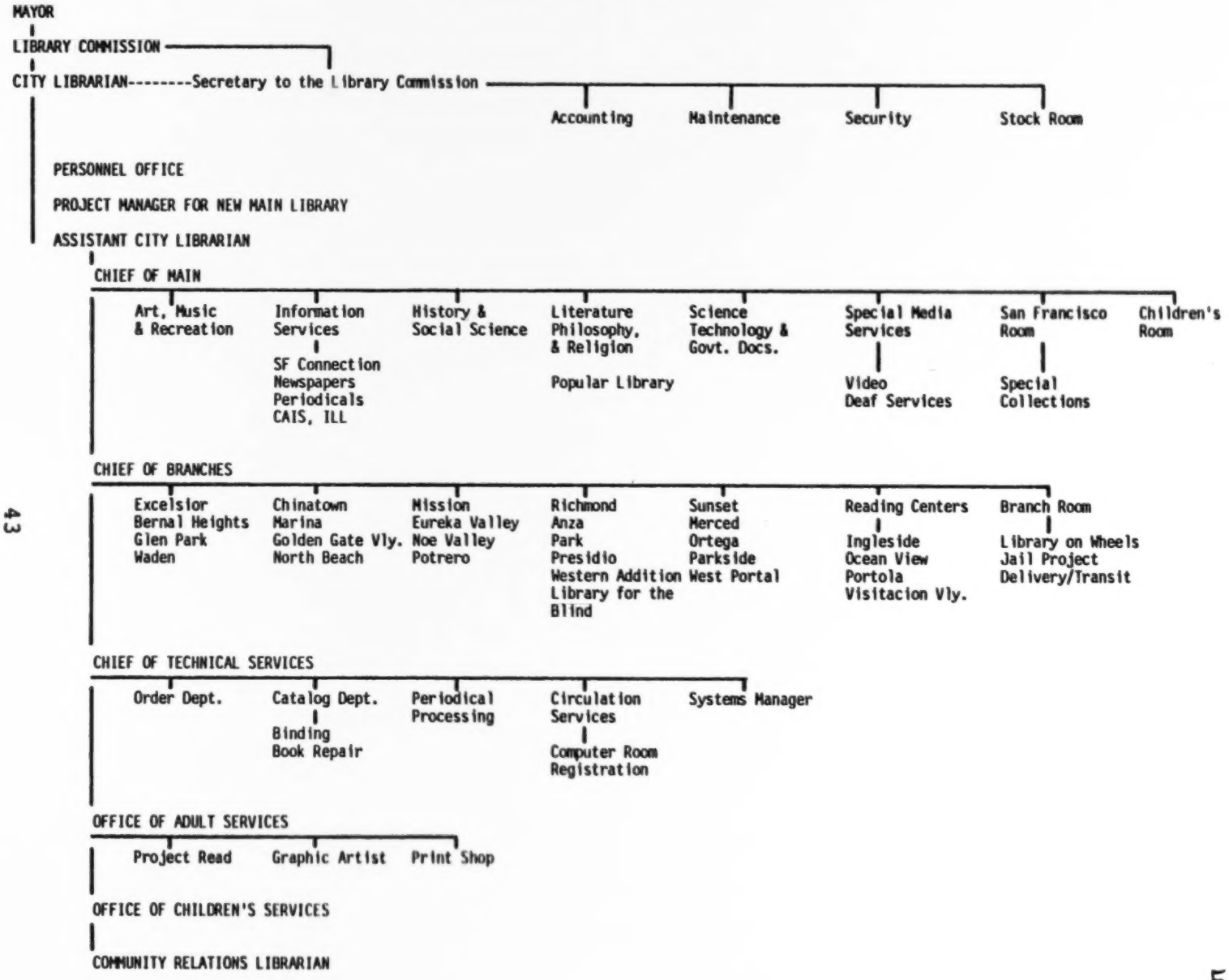
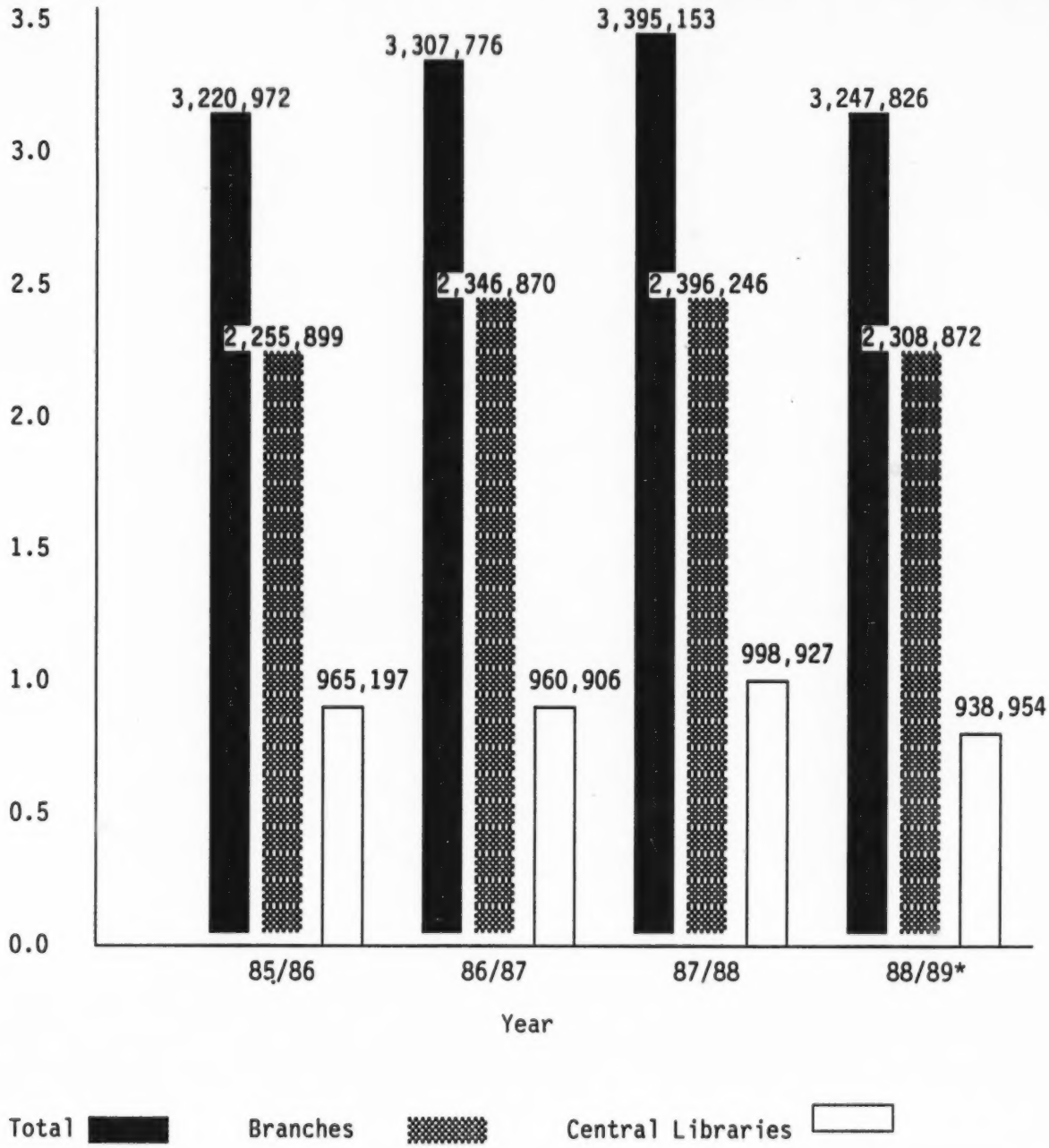


TABLE V

TABLE VI
SFPL Circulation



* These numbers are estimated, based on statistics from the first 6 months.

TABLE VII

MAIN LIBRARY STATISTICAL SUMMARY

ACTIVITIES	1987/1988	1988/1989 (1ST 6 mos)	% CHANGE
Main Library open hours per week	61	51	- 16%
Main Library circulation	981,735	469,477	- 4%
(Circulation per open hour)	321	368	+ 14%)
Main Library in-lib. use of material	1,203,649	647,452	+ 8%
(in-library use per open hour	395	508	+ 29%)
Main Library total materials use	2,185,384	1,116,929	+ 2%
(materials use per open hour	716	876	+ 22%)
Main Library patron count	989,069	418,933	- 15%
(patron count per open hour	324	328	+ 1%)
Main Library program attendance	18,363	9,265	+ 1%
(program attendance per open hour	6	7	+ 1.7%)
Main Library patron reference and other questions	1,374,071	737,075	+ 7%
(questions per open hour	450	578	+ 28%)
Main Library reference questions	349,600	172,100	- 2%
(questions per open hour	115	135	+ 17%)

2/15/89

SAN FRANCISCO PUBLIC LIBRARY
BRANCH STATISTICS
1987/88-1988/89 COMPARISON

BRANCHES	OPEN HOURS 87/88	OPEN HOURS 88/89	OPEN HOURS % CHG	CIRCULATION 87/88	CIRCULATION 88/89	CIRCULATION % CHG	UNIT COST 87/88	UNIT COST 88/89	UNIT COST % CHG	REFERENCE & INFO 87/88	REFERENCE & INFO 88/89	REFERENCE & INFO % CHG	PATRON COUNT 87/88	PATRON COUNT 88/89	PATRON COUNT % CHG
ANZA	31	31	0%	72,571	74,096	2%	$2.40	$2.79	16%	56,264	31,538	-44%	90,378	49,920	-45%
BERNAL	30	30	0%	38,699	39,530	2%	$3.98	$4.39	10%	18,486	15,760	-15%	57,516	41,820	-27%
CHINATOWN	55	42	-24%	348,697	342,926	-2%	$1.44	$1.66	15%	104,193	90,058	-14%	654,675	456,580	-30%
EUREKA VALLEY	31	31	0%	56,619	59,406	5%	$2.94	$3.39	15%	14,630	12,366	-16%	35,810	31,040	-13%
EXCELSIOR	55	42	-24%	118,237	109,236	-8%	$3.00	$3.66	22%	50,245	51,096	2%	98,146	91,822	-6%
GLEN PARK	30	30	0%	27,814	29,302	5%	$4.22	$4.53	7%	9,061	12,450	37%	18,454	21,000	14%
GOLDEN GATE VALLEY	31	31	0%	41,274	36,436	-12%	$3.82	$5.05	32%	11,440	11,908	4%	30,695	28,658	-7%
INGLESIDE	20	20	0%	16,917	21,158	25%	$4.52	$4.34	-4%	6,890	8,320	21%	21,840	15,080	-31%
MARINA	55	42	-24%	132,980	118,718	-11%	$2.72	$3.31	22%	89,583	87,348	-2%	176,410	84,662	-52%
MERCED	45	34	-24%	95,833	79,826	-17%	$2.44	$3.10	27%	28,210	32,344	15%	90,090	77,006	-15%
MISSION	55	42	-24%	156,573	150,308	-4%	$2.73	$3.23	18%	103,220	80,530	-22%	163,017	101,930	-37%
NOE VALLEY	30	30	0%	54,309	57,302	6%	$2.82	$3.14	11%	23,712	30,420	28%	34,579	29,466	-15%
NORTH BEACH	37	34	-8%	83,106	75,130	-10%	$2.67	$3.18	19%	30,810	24,752	-20%	94,814	76,220	-20%
OCEAN VIEW	20	20	0%	10,568	6,696	-37%	$7.08	$11.87	68%	11,193	4,004	-64%	22,602	2,704	-88%
ORTEGA	37	34	-8%	106,088	109,626	3%	$1.99	$1.72	-14%	17,420	22,204	27%	54,901	44,396	-19%
PARK	31	31	0%	38,204	39,770	4%	$3.88	$4.32	11%	21,658	21,684	0%	40,733	61,256	50%
PARKSIDE	37	31	-16%	101,800	95,950	-6%	$1.91	$2.51	31%	32,617	22,880	-30%	74,608	71,644	-4%
PORTOLA	20	20	0%	21,008	22,076	5%	$3.57	$3.96	11%	6,682	4,784	-28%	22,817	29,814	31%
POTRERO	30	30	0%	36,075	34,742	-4%	$4.09	$5.24	28%	16,939	14,612	-14%	30,506	26,346	-14%
PRESIDIO	31	30	-3%	44,522	43,710	-2%	$2.68	$3.32	24%	34,164	38,688	13%	54,144	44,026	-19%
RICHMOND	55	42	-24%	276,053	273,616	-1%	$1.55	$1.64	6%	111,241	111,268	0%	322,111	250,192	-22%
SUNSET	55	42	-24%	172,562	159,090	-8%	$2.33	$2.48	7%	100,698	71,354	-29%	193,304	129,730	-33%
VISITACION VALLEY	20	20	0%	20,600	17,244	-16%	$3.91	$5.54	42%	12,558	9,464	-25%	31,377	16,342	-48%
WADEN	31	31	0%	17,297	16,808	-3%	$8.71	$8.69	0%	21,879	13,208	-40%	30,178	27,584	-9%
WEST PORTAL	55	42	-24%	201,179	178,700	-11%	$1.64	$2.00	22%	104,920	72,856	-31%	160,025	111,196	-31%
WESTERN ADDITION	34	34	0%	63,813	76,324	20%	$3.19	$3.20	0%	28,379	27,456	-3%	50,875	56,968	12%
LIBRARY F/T BLIND	28	28	0%	37,217	34,838	-6%	$4.55	$4.91	8%	6,799	5,960	-12%	8,918	4,368	-51%
LIBRARY ON WHEELS	NA	NA	NA	5,631	6,308	12%	$7.18	$6.47	-10%	NA	632	NA	NA	2,048	NA
TOTALS			-9% AVERAGE	2,396,246	2,308,872	-3% AVERAGE	$3.18	$3.11	16% AVERAGE	1,073,899	929,944	-8% AVERAGE	2,663,523	1,983,818	-18% AVERAGE

TABLE VIII

16-May-89

55

1988/89 - 6 month statistics projected for the fiscal year

56

C. Comparisons with other Public Libraries

Tables IX - XI provide comparative information, based upon the American Library Association's Statistical Report '88. The numbers are slightly out-of-date for all libraries (the statistics for SFPL were not updated since it was not possible to update those of other libraries), but they are still relevant in a comparative sense. The SFPL fares very well when compared to other public library systems of similar size and larger. Per capita circulation, visits, reference transactions, expenditures, and holdings are all very high. The high rate of per capita expenditures is partially related to the large number of branches. However, the large number of branches is thought to be a major factor in our higher than usual rates of usage.

D. Main Library Services

The Main Library offers many excellent services and programs for both children and adults. It houses one of the largest collections of general reference and circulating materials in the United States, and is used by patrons from the entire the Bay area. Reference librarians from all of Northern California are dependent upon its services.

1. Adult Services

The Main is organized into subject departments that include both circulating and reference materials. Computer assisted reference services are available to the public, special adult programs and films take place on a regular basis, and two meeting rooms are available for public use.

Special Collections

The San Francisco Room functions as the City's history museum, housing a major collection of material on San Francisco and California history. Other special collections include: the Robert Grabhorn Collection of the history of printing and the development of the book, the Richard Harrison calligraphy collection, the Schmulowitz collection of wit and humor, and the Sherlock Holmes collection.

Special Media Services

Special Media Services is the home for services for the hearing impaired, and the Library's video collection. Deaf and hearing impaired patrons are served by a large selection of sub-titled films, open and closed captioned television programs, and instructional and entertainment materials presented in sign language. Staff members are fluent in sign language and the department also houses a reference collection of print materials on deaf history, culture, and language.

TABLE IX

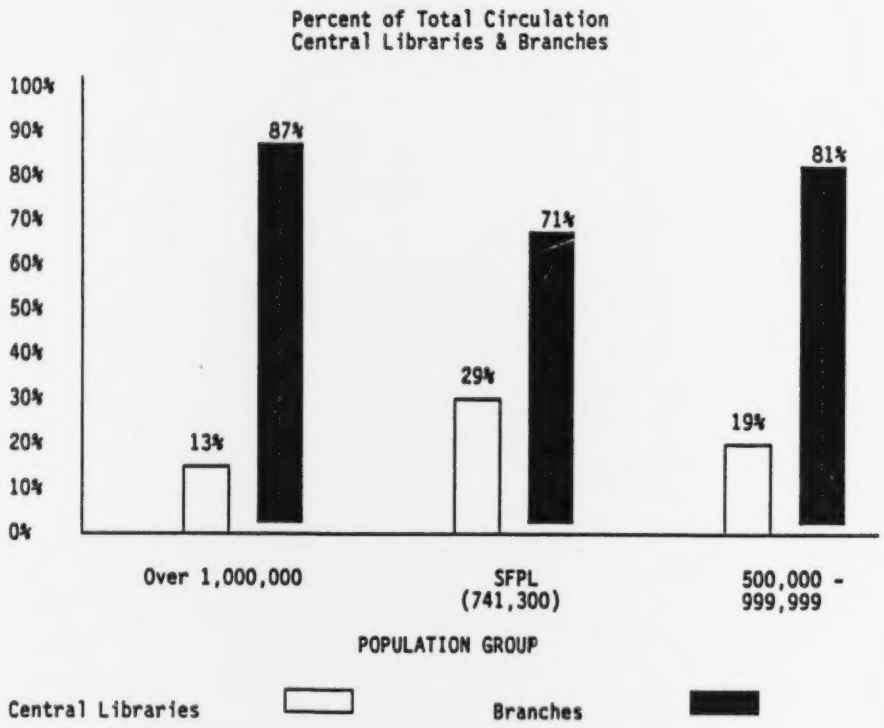
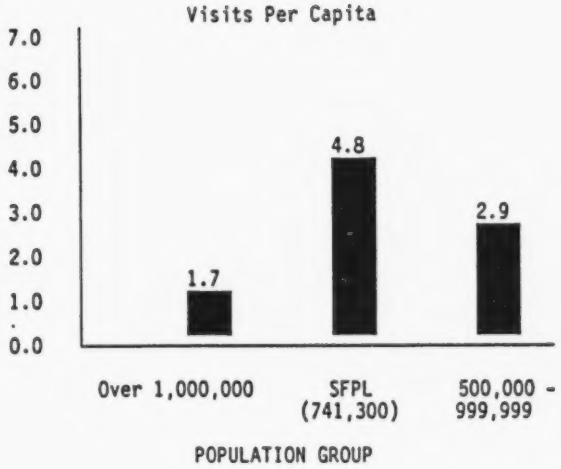
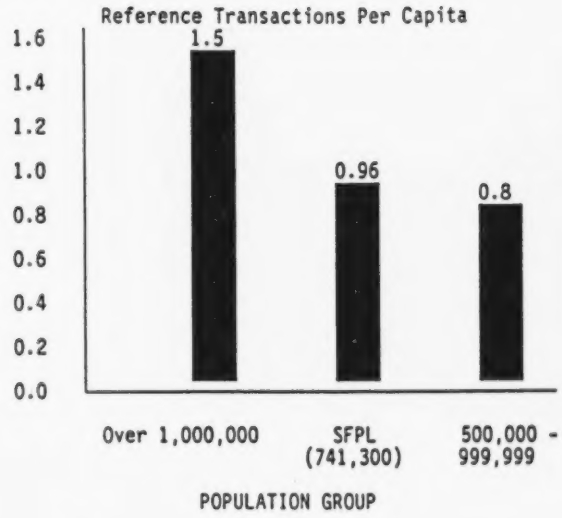
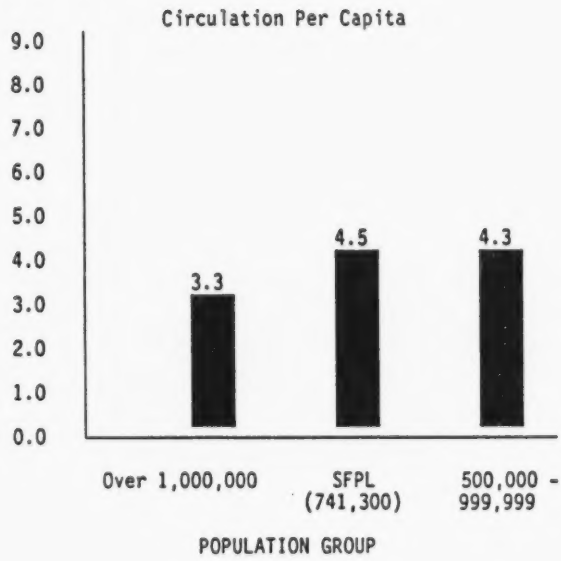

Percent of Total Circulation
Central Libraries & Branches
100%
90%
80%
70%
60%
50%
40%
30%
20%
10%
0%
13%
87%
29%
71%
19%
81%
Over 1,000,000
SFPL
(741,300)
500,000 -
999,999
POPULATION GROUP
Central Libraries
Branches

TABLE X


Visits Per Capita
7.0
6.0
5.0
4.0
3.0
2.0
1.0
0.0
1.7
4.8
2.9
Over 1,000,000
SFPL (741,300)
500,000 - 999,999
POPULATION GROUP


Reference Transactions Per Capita
1.6
1.4
1.2
1.0
0.8
0.6
0.4
0.2
0.0
1.5
0.96
0.8
Over 1,000,000
SFPL (741,300)
500,000 - 999,999
POPULATION GROUP


Circulation Per Capita
9.0
8.0
7.0
6.0
5.0
4.0
3.0
2.0
1.0
0.0
3.3
4.5
4.3
Over 1,000,000
SFPL (741,300)
500,000 - 999,999
POPULATION GROUP

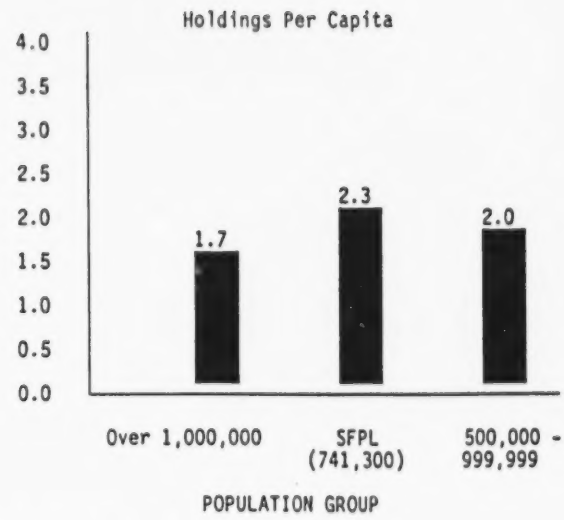
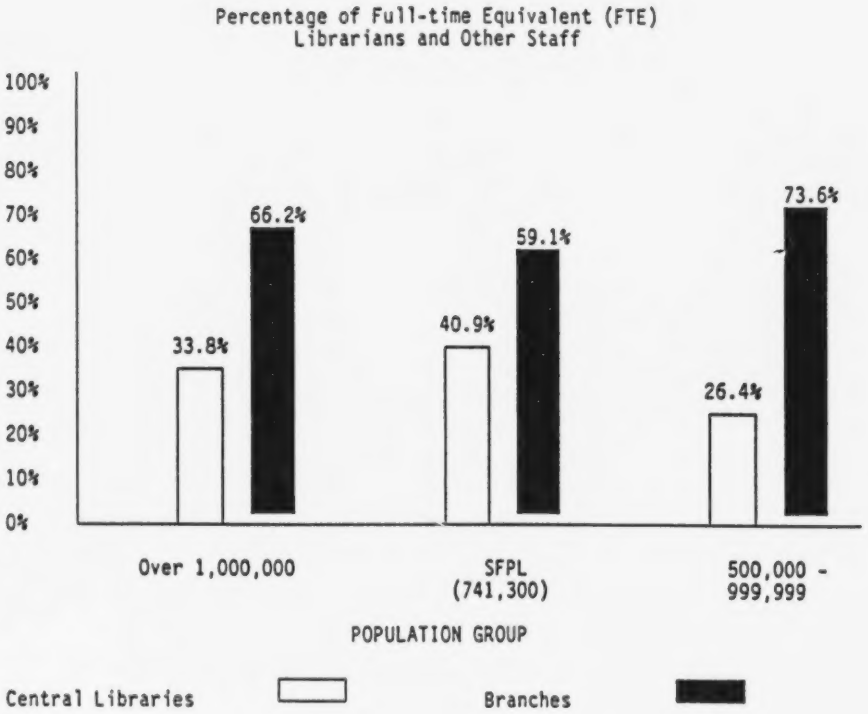
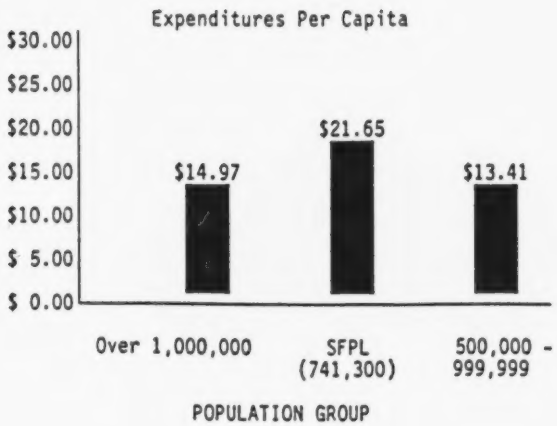

Holdings Per Capita
4.0
3.5
3.0
2.5
2.0
1.5
1.0
0.5
0.0
1.7
2.3
2.0
Over 1,000,000
SFPL (741,300)
500,000 - 999,999
POPULATION GROUP

TABLE XI


Percentage of Full-time Equivalent (FTE)
Librarians and Other Staff
100%
90%
80%
70%
60%
50%
40%
30%
20%
10%
0%
33.8%
66.2%
40.9%
59.1%
26.4%
73.6%
Over 1,000,000
SFPL
(741,300)
500,000 -
999,999
POPULATION GROUP
Central Libraries
Branches


Expenditures Per Capita
$30.00
$25.00
$20.00
$15.00
$10.00
$ 5.00
$ 0.00
$14.97
$21.65
$13.41
Over 1,000,000
SFPL
(741,300)
500,000 -
999,999
POPULATION GROUP

Video services are very popular and currently account for approximately 16% of the Main Library's circulation. Silent film classics, feature films, children's classics, and informational videotapes are available, as well as popular movies. Video's can also be viewed in the Library's six viewing stations.

Children's Services

A copy of almost every juvenile title purchased by the Library is located in the Main Children's Room. In addition to children, the room is frequented by authors, illustrators, and parents. Its collections include; Beatrix Potter's books, all of the Newbery and Caldecott award titles, and California Authors. Of special interest are collections devoted to human rights, foreign languages, reading guidance, art plaques, and a parent's shelf.

The Main Children's Room hosts storytimes, special programs, school class tours, a summer reading program, films, booklists, and a chess club. Special efforts are made to provide services to new immigrants and bilingual children. The after-school latch key use of the Main Children's room is very high. A recent study of after-school facilities use patterns indicated that 95 children use the Main Children's room daily, the second largest after-school program in the Tenderloin neighborhood.

E. Branch Library Services

Twenty-two of the twenty-six neighborhood branches offer a full level of service, although their size, collections, and hours vary significantly. Four branches are considered to be reading centers only. In addition to traditional services, films and special programs for both children and adults, many of the neighborhood branches offer specialized services to specific communities.

1. Mission Branch

The Mission Branch has provided materials in Spanish since the early 1970s. The collection is a general one, similar in scope to an English language branch collection, but with an emphasis on Central American, Mexican, and other Latin American authors and subjects. Currently the Spanish language collection includes approximately 5,000 adult titles, 1,000 juvenile titles, 600 phonodiscs, 18 periodicals and newspapers, and several hundred uncatalogued paperbacks.

2. Eureka Valley/Harvey Milk Memorial Branch

The Eureka Valley-Harvey Milk Memorial Branch offers the public a collection of popular materials by, for, and about lesbian women and gay men. The collection originated in 1978 as a memorial to the late Harvey Milk, and includes gay and lesbian fiction, mysteries, science fiction, biography, history, material on AIDS, law, religion, poetry, travel, and drama. There are about 1,000 cataloged monographs, 100 uncatalogued paperbacks, 20 periodicals, a few phonograph records, and the HERSTORY microfilm collection.

3. Chinatown Branch

The Chinatown Branch offers a Chinese language collection, a Chinese interest collection, and a Vietnamese language collection. The Chinese language collection, started in 1970, includes 25,000 volumes of books, 30 periodicals, 18 newspapers, several hundred uncataloged paperbacks, cassettes, and records. The 2,500-volume Chinese interest collection is made up of books in English on China, Chinese literature and arts, and Chinese culture and civilization, as well as books about Chinese-Americans. The Vietnamese collection was established in 1981 and numbers approximately 3,000 volumes. Like the Chinese language collection, the Vietnamese collection includes popular fiction and non-fiction, as well as classics, standard works, and books on learning English and citizenship.

4. Western Addition Branch

The Western Addition Branch includes a special Japanese Collection consisting of popular and standard works in Japanese for children and adults. This special collection consists of 19 periodicals, 3 daily newspapers, and over 10,000 books. There is also a collection of phonograph records and audio-cassette tapes. The affiliated Japanese interest collection consists of books in English on topics relating to both Japan and Japanese-Americans. There are over 2,000 volumes in this collection.

5. Library for the Blind

The Library for the Blind and Print Handicapped is housed in the Presidio Branch Library. SFPL is one of 159 libraries across the country that participates in a free service administered by the National Library Service for the Blind and Physically Handicapped, Library of Congress. The audiocassette and record collection of 60,000 volumes is for residents of San Francisco who meet NLS eligibility requirements. They are provided with record and tape players, catalogs,and a monthly audio magazine at no charge to the user. In addition to offering mail-out service, the library encourages walk-in patronage

6. Anna E. Waden Branch

This branch was built with funds from the estate of Anna E. Waden, who was a clerk in City Hall. Its special collection of Black interest materials is still in developmental stages. There are an estimated 4,000 volumes, covering Black history, biography, fiction by and about Blacks, music, art, and science books. Holdings include periodicals and vertical file materials. The collection is general, rather than scholarly.

7. Jails Project

Included within the branch system, is a special project that provides materials for inmates in the Hall of Justice and San Bruno jails. In the first half of this fiscal year, 47 visits were made to the jails, and over 10,454 books requests were received, 4,475 of which were filled. Almost 10,000 non-book materials such as newspapers and magazines were also distributed.

8. Bookmobile

The Library-on-Wheels provide services to San Francisco's seniors. It offers a comprehensive and diverse paperback collection of general fiction, mysteries, science fiction, as well as non-fiction titles on psychology, biography, history, science, and health. It is estimated that more than 6,000 books will circulate from the Library-on-Wheels this year.

XII. MAJOR ISSUES CONFRONTING THE SFPL

The budget and the condition of Library facilities are the basis for many of the Library's major problems. Other areas of challenge include; antiquated policies and procedures, changing technology, staff morale, foreign language materials, and a lack of focus.

A. Budget

The days of San Francisco's budget surplus have disappeared and are being replaced by a mood of austerity. The Library never had any excess "fat" built into the budget, and therefore, it has suffered more than most other city departments. Because 79% of the Library's budget pays for staff, the Library administration has little room for flexibility and change. The remainder of the budget is for books and subscriptions (11%), and for operating expenses (10%), most of which are fixed costs. With the existing number of facilities, it is impossible to achieve even minor cost savings without directly affecting services to the public.

The high percentage of staff expenditures are the result of the large number of facilities in the system. San Francisco has more branch libraries per capita and per mile than most other cities in the country. However, if the Main Library is the heart of the system, the branches are the soul, and they are the part of the system to which the public is most attached. And, they are also one of primary reasons why San Francisco has such a high rate of library users.

In addition to staffing, the duplication of basic services at the Main, 22 neighborhood branches, four reading centers, and the bookmobile -- also result in the inefficient usage of Library resources. Minimum staffing levels that require the presence of at least two employees for a branch opening are not always able to be met, and there are days when all scheduled branches are not able to open due to the lack of staff.

B. Condition of facilities

Many library facilities are in need of renovation or expansion. The greatest need is for the replacement of the new Main Library building. Passage of the library bonds now assures the development of a new facility. However, the library must continue to live in the existing building for approximately six more years.

Built in 1917 to hold 400,000 volumes, today the Main is too small, unsafe, and antiquated. It is dangerously overcrowded with over 1 million volumes and lacks modern day fire exits, ventilation systems, electrical systems, handicapped access, needed office space, and, because of its layout, requires maximum levels of staffing.

The building cannot accommodate any new services, and the Library has had to move some of its existing collections out to other non-public facilities. Its 1917-era design seriously inhibits the presentation of an integrated access to the collection. Because it is the hub of all activities for the entire library system, these deficiencies result in a decreased level of service for all of the branches as well.

Many of the neighborhood branch libraries are old, overcrowded, and suffering from deferred maintenance. Some are thought to be seismically unsafe, most are not handicapped accessible, and almost all will have to be upgraded electrically in order to tie into the proposed online computer catalog system. The Department of Public Works is currently assessing the physical condition of each of the branch libraries, and Library staff are giving consideration to remodeling and expansion needs.

C. Antiquated Policies and Procedures

No usable compilation of SFPL policies and procedures exists, and if it did, the user would find that some important policy areas are entirely lacking and others are extremely outdated. At the request of the City Librarian, a staff member recently compiled all of the materials that could be found that relate to policies and procedures. This effort, which was a major first step, has indicated that some policies are obsolete, others are inconsistent, and in a few cases nonexistent. Authority for policy development is also unclear, and in some cases there is no indication as to who set a particular policy and when it was implemented.

D. Technological Change

Although the SFPL has instituted many new technologies during the past ten years, including; computerized database searching, an automated check-out system, and CD-ROM technology in the order department, it has not been able to keep up with the pace of technological change. Most important is the need for the development of an online catalog system and dispensing of the incomplete card catalogs.

It is not currently possible to access the Library's extensive collections from any one site. In the Main Library alone, more than 10 different card catalogs exist, not one of which is complete. The most complete is the card catalog in the general reference area that includes cards for all books in the Main. The card catalogs in the subject departments do not have a complete listing of all books in their departments. Popular books, which are rented and called "McNaughtons" have limited access by catalog.

Periodicals are cataloged separately in various departments. Government documents are cataloged separately in the Science department. Video's are cataloged separately in the Video department. Records and sheet music both have their own catalogs in the Art and Music Department. None of the branch special collections are cataloged at the Main, nor at any branch other than the one in which they exist. The result of this situation is that it is very difficult for anyone to access many of the materials in the SFPL's collection.

E. Staff Morale

Budget cutbacks, layoffs, and reduced library hours have taken their toll on staff morale. Changing schedules, job uncertainty, and increased workloads have become the norm. When library hours are cut, there is not a decrease in the amount of work that must be done, there are only less people to do it. Staff work areas are usually small and overcrowded. In the branches, as well as the Main, staff have frequently given up office areas in order to make more space available for library services.

F. Foreign Language Materials

As San Francisco's population changes, foreign language materials are being demanded in larger numbers, in all areas of the city, and in more languages. The Library cannot continue to have most of its foreign language collections only available at a few branches, and there is definitely a need for more materials. Unfortunately the increased need for foreign language materials does not result in a decrease in need for English language materials.

G. Lack of Focus

The SFPL has the resources - the staff and the materials - and will have the facilities to develop a great library system. One other major ingredient that has been lacking in the past is a general lack of focus. Lack of clarity about policies and procedures, the mission and roles, produced a library system that has been too dependent upon the initiative of individual staff members. The result of this problem has been a general inconsistency throughout the system.

XIII. SAN FRANCISCO DEMOGRAPHICS

Reliable information on population projections is difficult to obtain as we near the end of this decade, and statisticians await the conduct and results of the 1990 census. For this section, a review of all available demographic material was conducted, and the following information seemed to be the most reliable. All information indicates that San Francisco is growing.

San Francisco's population is thought to have increased by about 9% since the 1980 census, growing from 680,900 to 741,300 in 1988. Current estimates by ABAG call for an increase to 744,500 by 1990, and 780,500 by the year 2005.

In addition to the increase in size, statisticians awaiting the 1990 census are expecting to find dramatic changes in the demographics of the population. An estimate prepared by Frank Viviano for the San Francisco Chronicle indicates that the Asian population has already grown to 35-40% of the City's total population, and he anticipates that it will grow to over 40% in 1990.

A study by Carl Hall indicates that substantial growth has also taken place in the Hispanic population. He concludes that 46% of the city's population increase from 1980 to 1985 is Hispanic, most of whom are Central American immigrants (17,000). Both of these findings are important to the SFPL, because they indicate an increased need for foreign language materials. A need that is already being experienced on a Citywide basis.

According to a report prepared by Coleman Advocates for Children and Youth, the population of children in the City has also grown, from 116,611 in 1980 to an estimate of 134,045 in 1988. The southeast section of the City has the highest density of children, and in some cases, individual southeast neighborhoods also rank near the top of those with the largest number of children.

According to the Coleman report, the child population is expected to remain relatively stable over the next 30 years. However, the report prepared by Frank Viviano indicates his belief that a 41.3% increase in children between 6 and 13 years of age will take place over the next eight years. He attributes this change factor to the changing racial make-up of the City.

Planners anticipate that additional residential units will be built through the redevelopment of commercial and industrial land, including school sites, the Van Ness Corridor, and South of Market.

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